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The Second National Workshop in Community Resource Development (CRD) was planned to provide training for extension personnel; representatives came from Canada and Puerto Rico as well as from the United States. It emphasized the development of a comprehensive framework for CRD and operation materials for carrying out programs in the states and provinces. Papers presented covered a definition, the economics, and organizational improvement of CRD; accepting the Extension challenge for increasing its program; and overcoming human resistance to change. Twelve committees attacked problems of particular concern, including the role of Extension; concept and philosophy of resource development in Alabama; identifying, molding and influencing leadership; and motivation. Among other areas discussed were the philosophy of CRD, the role of its regional and area organizations, and its relationship to other programs--such as agriculture and tourism. The document includes an evaluation of the workshop by the participants. (nl)

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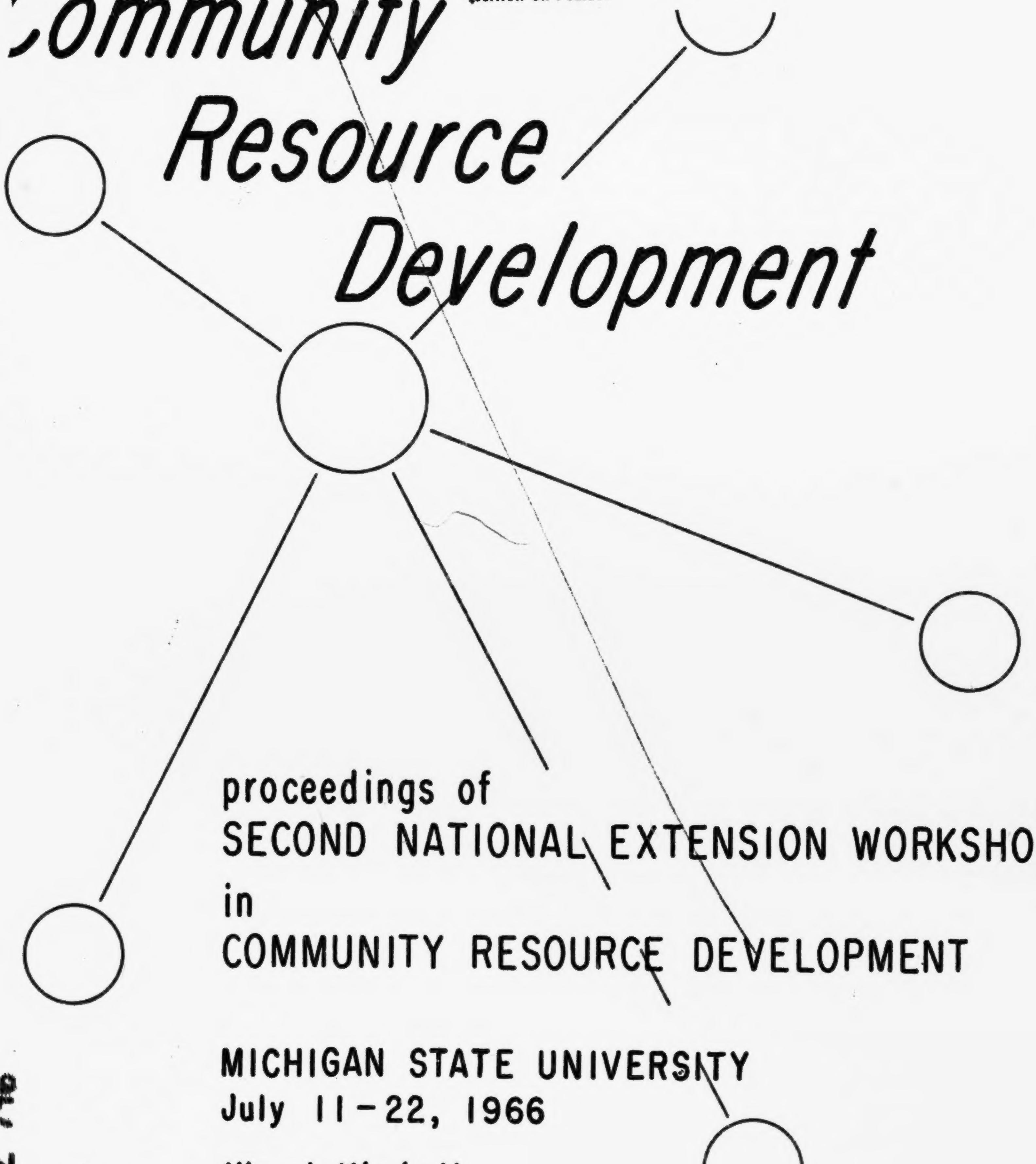
Community Resource Development



proceedings of
SECOND NATIONAL EXTENSION WORKSHOP
in
COMMUNITY RESOURCE DEVELOPMENT

MICHIGAN STATE UNIVERSITY
July 11-22, 1966

Wm. J. Kimball
coordinator

AC 002 746

Proceedings of the

SECOND NATIONAL EXTENSION WORKSHOP IN COMMUNITY RESOURCE DEVELOPMENT

July 11-22, 1966

MICHIGAN STATE UNIVERSITY
East Lansing, Michigan

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THE MICHIGAN COOPERATIVE EXTENSION SERVICE
AND
THE DEPARTMENT OF RESOURCE DEVELOPMENT
MICHIGAN STATE UNIVERSITY

through a cooperative agreement with

THE FEDERAL EXTENSION SERVICE
OF THE
UNITED STATES DEPARTMENT OF AGRICULTURE

Wm. J. Kimball
Coordinator

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PREFACE

Fifty-four Extension workers used almost every concievable means of transportation to "beat" the airline strike to get to the Second National Extension Workshop in Community Resource Development. They came from 29 states, Puerto Rico and four provinces of Canada to Michigan State University for the two week workshop.

The second workshop resulted from the popular demand created by the first workshop and again was sponsored by the Michigan Cooperative Extension Service and The Department of Resource Development at Michigan State University through a cooperative agreement with the Federal Extension Service. Two specific objectives were established to guide the workshop and to enable the participants to develop:

1. An appropriate framework for Community Resource Development (CRD), and
2. Operations materials for carrying out CRD programs in the states and provinces.

Each of the participants worked on one of twelve committees in attacking CRD problems which were of particular concern. In addition, eight national authorities presented papers on specific phases of CRD and "seminared" with the participants.

This publication is a compendium of the participant committee work and the "expert" papers. It is hoped that it will be of real value for Extension workers and anyone else in the huge task of assisting communities in developing to their fullest potential.

William J. Kimball

William J. Kimball
Workshop Coordinator

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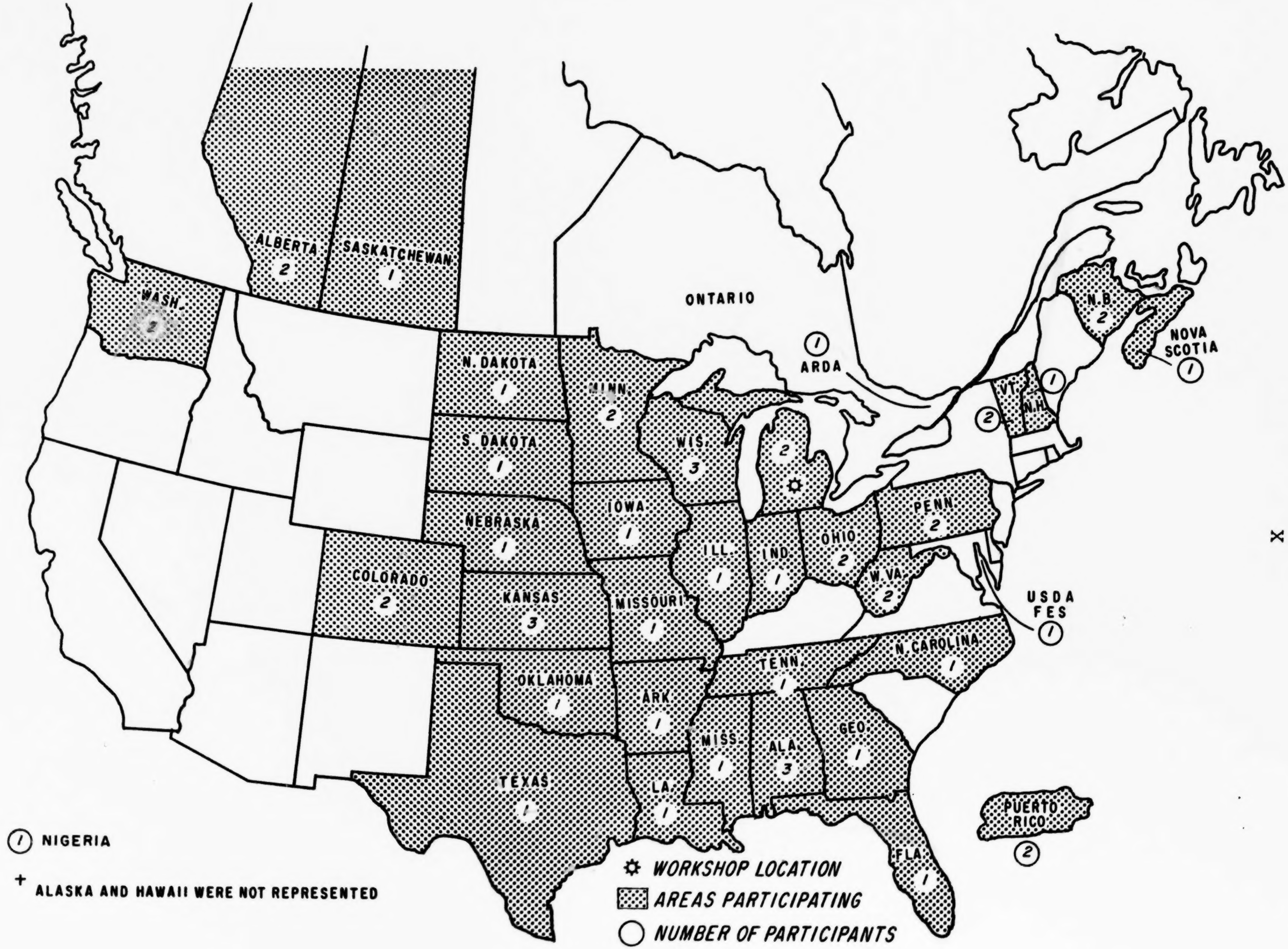
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PARTICIPATION AT SECOND NATIONAL EXTENSION WORKSHOP IN COMMUNITY RESOURCE DEVELOPMENT
MICHIGAN STATE UNIVERSITY JULY 11-22, 1966

COMMUNITY RESOURCE DEVELOPMENT DEFINED

by
J. Carroll Bottum*

Many effective methods and channels for getting technical information incorporated into our farms and firms have been developed. This is not true in community resource development. It is a new area of educational work, the information is different and the process for getting it incorporated into our society is different.

People have different definitions for community resource development. This is natural at this stage of community resource development. However, if we are to make the most progress, we need to agree basically on what activity we are discussing even though we may use slightly different terms to describe it.

I should like to define the objective of community resource development as an effort to increase the economic opportunity and the quality of living of a given community through helping the people of that community with those problems that require group decision and group action.

The terms "economic opportunity" and "quality of living" are as broad in scope in subject matter as anyone could desire. They are very inclusive. The terms "with those problems that require group decision and group action" are restrictive in the sense that they rule out all problems that may be solved on an individual basis. For example, under this definition, whether a county should have an education program in the wise use of credit might be a community resource development issue, but the providing of an individual family with information for making a credit decision would not be a community resource development activity.

The decision to have a youth training program and how to implement it might well be community development, but once it was under way, it would not be considered a community development. This would be true even though the activity might be greatly contributing to the economic opportunity of the community. If an architect becomes involved in the actual construction of all the houses he plans, he soon becomes diverted from his real task.

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All the activities of Cooperative Extension should increase the economic opportunity and quality of living of a community. To not limit community development to group problems and group decisions would make the community development objective synonymous with the entire program of Cooperative Extension.

Community resource development is an effort to combine the body of known knowledge in the community development area with the brainpower of the community for the purpose of speeding up and improving the solutions to community problems. The value judgments are rendered by leaders, not the technicians. The technicians should be on top, but not on tap.

These objectives rest on the premise that only the people of a community may determine what should be its goals after they have been made aware of the problems and opportunities of their particular community. It is further assumed that there is a body of knowledge and a process which can contribute to better community development.

Some will argue that the established influence leaders may tend to perpetuate the status quo. The establishment of a community development committee in no way interferes with the activities of the crusaders or other forces in a community. As the crusaders and other forces may modify the thinking of a community, the influence leaders, being sensitive to the community's value and attitudes, change too. This is how they obtain and maintain their influence. They are in a position to develop workable changes and programs to carry out the less clearly defined goals of the community that may develop.

A community is usually defined as a group of people who organize for a common purpose, and in this sense, an individual can belong to many communities. He may belong to one community in connection with the primary school for his children, another from the standpoint of taxes, another where he trades, another from the standpoint of his cultural center and so on. Thus, a community may be large or small in geographic area depending upon the community function involved.

There are exogenous and endogenous forces affecting every community. Both of these have to be taken into consideration in community development. The central focus is economic opportunity and quality of living for the people of a particular community.

The educator's role in community development involves helping a community to broadly identify and define its goals. He helps the community identify and rate the importance of various problems in attaining its goals. He helps the community put the problem in a decision making framework. He develops new alternatives for the community by inventing new arrangements or institutions to take care of new situations. He helps the community measure the cost and benefits of each alternative. He helps the community in its strategy in carrying out its objectives after they choose the approach they wish to use.

Community development may be involved only in helping communities to more effectively carry out whatever activities certain groups are sponsoring or may decide to sponsor, or it may be involved, as indicated earlier, in determining what should be the goals of the community, what are the fundamental problems and what should be the priorities in the problems attacked in the community. To my way of thinking, if community development is to progress and move ahead on a sound basis, it must eventually take this broad approach.

In one community, an action group happened to take on the responsibility of building a hospital. They were highly successful. The next year they looked around for another project. They happened to decide the city needed a new city hall. Their program was unsuccessful, and the same group became frustrated. The hospital was a high priority item in the minds of the people of the community, but the city hall wasn't. The cost-benefit ratio was not favorable to very many people.

Another community wanted to launch a better forage program because the farmers were pasturing their dairy cows on corn stalks during the winter. An analysis showed that if the farmers wanted to make the most income, (and they did) they should continue to grow corn and get rid of the dairy cows.

Many groups are ready to champion a cause. The real gap in our communities is making an analysis of the community's problems and opportunities, crystallizing opinion based on sound analysis, setting priorities and developing workable alternatives as a basis for communities to make rational decisions. Successful corporations have divisions to analyze and set forth alternative opportunities for their board of directors. Successful communities require so much technical information and are so much affected by trends and developments that they need some way to combine the technicians with the influence leaders to do the same thing that happens in well-run corporations.

The problem of community development is both similar and dissimilar to farm and home development. It is similar in that one is attempting to organize the community in such a way to provide maximum satisfaction for the people, just as one attempts to organize the farm and home to provide the maximum satisfactions. It is similar in the sense that one is attempting to improve the efficiency of each community enterprise and to carry it to the point where the marginal satisfactions of each community activity are equal, just as in a farm where each enterprise is carried to the point where the marginal returns are equal. It is dissimilar in the nature of the problems involved and in the fact that many individuals are involved instead of those in one family.

In individual farm and home planning, one is dealing with a family. In community development, all the people in the community are involved. Therefore, one family cannot make the decisions, and neither can all the people in the community be involved in the planning process. Thus, the selection of a group of individuals to analyze the problems of a community becomes an important problem. We feel that the process we are using to select such a committee is working satisfactorily. The analyses may be taken to all the people, but they cannot all participate in the analysis.

In Indiana, we have used the methods suggested by a number of sociologists for locating the influence leaders. In a community we first ask a representative group of leaders to name whom they think are the leaders in the community or county we have taken as a starting point. This is usually limited to 30 to 40 individuals.

These people are then visited and asked two questions: (1) What do they see as the problems facing the county, and (2) Who are five broad minded, dedicated, respected individuals who are sensitive to the community's values and whom the interviewees would like to see on such a community development committee.

Let me say at this point that I would not argue for the county as the unit for setting up a committee. The unit may be a trade center of several counties, or the unit may be less than a county in size. It just happens that we decided to use the county as a unit for starting our program in Indiana. Time and experience will tell which is the most desirable geographical unit under the various circumstances.

In this first named list, certain individuals tend to stand out by being suggested more often than others. The 20 to 40 individuals not on the first list, but named most often by the first group interviewed, are then visited and asked the same two questions. From the individuals named most often by the two groups of 50 to 80 people, the community development committee is selected. It is usually composed of 15 to 20 individuals. The committee is kept open-ended so that an individual may drop off at any time or a new individual may be added.

The committee works quietly and without fanfare. It identifies problems, puts them in a decision making framework, reaches a consensus and then attempts to bring about changes by working informally with the organizations or agencies involved. If no organization is involved with the problem being considered, the committee may attempt to set up an action committee to deal with the problem. The analyses may, in some cases, be taken to all the people in the community, but all the people cannot participate in the original analysis.

This is the way we believe these influence leaders have gained their positions of influence. We do not want them to, nor do they wish to, be cast in the role of crusaders. We consider this group more of a study group and a catalyst group in the community.

The citizens of every community want certain functions or activities performed for them such as activities that will raise the per capita income and provide protection, health, education, transportation, communication, government, religion, recreation and culture. When a change is contemplated in any one of these, the committee wants to know the different ways open to them for reaching the desired end. They want to know the monetary and non-monetary cost and benefits. They want to know which costs and benefits are private and which are public. Not only do they want to know the costs and benefits, but upon whom they will fall in the community. It is the function of the technical people serving the committee to help obtain this data and to put it in a decision making framework.

We believe community development committees, regardless of how they are selected, should not have legal power. Such power often gets them into difficulty and defeats the very purpose for which they are established.

Finally, because community development programs have been so closely associated with the public affairs programs, I should like to differentiate between them. In community development, the objective is to aid the community or area to develop by using every available resource including the local, state and national institutions and agencies already established. At a certain stage of this development, a modification of an existing institution may appear beneficial. This, then, may result in a public affairs issue. Therefore, public affairs issues may arise from community or area development activities. They may also arise from other sources. Community or area development usually deals with a total program for a particular area, while public affairs programs usually deal with a particular issue. They are closely interrelated but are not one and the same.

Community development properly conducted can aid in accomplishing four things: (1) reduce the lag in community adjustments, (2) increase the efficiency with which our community affairs are conducted, (3) involve the citizens of the community in a more realistic decision making way with their public problems, and (4) solve a higher proportion of the community's problems locally.

A NATIONAL PERSPECTIVE FOR EXTENSION WORK IN COMMUNITY AND RESOURCE DEVELOPMENT

by
E. C. Weitzell*

A truly national perspective should be a composite of local, state and regional points of view. The Congress of the United States presumably reflects a national perspective in its actions pertaining to various fields of concern that are based on state and local concerns. The United States Department of Agriculture (USDA) and the Federal Extension Service (FES), in turn, reflect the same perspective as the Congress authorizes and appropriates for our various functions. Therefore, there should be a very close correlation between national perspectives and those of our state counterparts.

NATIONAL GOALS

Perhaps the best approach to the portrayal of a national perspective of community and resource development is a brief review of the pertinent actions of Congress and related administrative determinations. These seem to represent four basic national goals that may serve as a basis for our review of community and resource development from the national level.

Economic Development

The goal of maximizing economic development in the towns and rural areas of the nation is reflected in numerous federal programs, starting with those enacted during the depression of the 1930's. Financial assistance to cooperatives, rural electrification, small business and community facilities are prominent examples. In addition, substantial assistance of various types has been extended to the business community over the intervening years.

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Insofar as the USDA is concerned, the Rural Development Program, which was initiated in 1956, was the forerunner of our currently expanding emphasis on community and resource development. The objective of this activity was to motivate rural leadership and to stimulate private investment and the economic development of rural America. Extension's organizational and educational leadership in establishing some 210 pilot Rural Development Committees was the basis for this department-wide activity. Although rural development was initiated administratively, Congress supported it by providing special appropriations under the Smith-Lever Act.[1]

More recently, emphasis has been placed on technical and financial assistance to "designated" areas having a high degree of unemployment or underemployment through the Area Redevelopment Administration (ARA) and its successor, the Economic Development Administration (EDA). Loans and grants complement other sources of financing in implementing community development and redevelopment programs.

A significant requirement of these newer sources of federal assistance is that they must be administered in accordance with local plans prepared by widely representative citizen organizations. Statutory requirements of this type have established a pattern of community organization and action that is reflected in subsequent legislation, as we shall observe later. Because of the responsibilities delegated to Cooperative Extension for providing educational and organizational assistance to the ARA program, we were closely identified with this pattern of community and resource development. In fact, the preparation of Overall Economic Development Programs (OEDP's) by citizen committees has been widely adopted as a basic Extension approach to our resource development work in many locations.

Coincident with USDA and Cooperative Extension support of the ARA program, the Rural Areas Development (RAD) program was sponsored by the USDA. Actually, RAD and ARA became synonymous in many designated areas because of the need for a source of financing to supplement local investment and the organizational prerequisites established by ARA. The prime objective of RAD was to provide a medium of leadership and support through the USDA for the creation of higher levels of employment and income throughout rural America. This activity also has been supported by the Congress through special appropriations. Paralleling these relationships, the Cooperative Extension Service has conducted substantial community development and improvement educational programs for many years.

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[1] See E. C. Weitzell, Rural Development (New Jersey: Prentice Hall, 1966), pp. 304-310 for a more complete statement of the history of rural development.

All of these activities represent the emphasis of both Congress and the administrative agencies on the goal of economic development. Adjuncts to this emphasis have been appended at various levels. For example, the USDA has frequently emphasized the need for preserving the family farm, retarding the migration of unskilled workers to the cities and expanding employment opportunities in rural areas. These goals have many ramifications that cannot be treated here. They do indicate, however, some of the basic thinking involved in this element of our national perspective.

Human Development

More recently it has been recognized that a high level of economic development depends on the availability of human skills. We have become increasingly aware of the basic social problems inherent in unemployment and poverty. Rather than "pockets of poverty," it is clearly evident that we have "masses of poverty" that represent serious social and economic problems.

Although the ultimate aim of many programs, including those of Cooperative Extension over the years, has been the development of people, some of our most serious human development problems have scarcely been recognized.

Recent national emphasis on human development may be considered as having been initiated by the Congress in the provision of financial support for training under the Area Redevelopment Act. This was quickly followed by the enactment of the Manpower Development and Training Act (MDTA) to be administered by the

Department of Labor. In turn, the passage of the Economic Opportunity Act (EOA) and the intensive emphasis on civil rights at all levels has been the basis for rapidly expanding programs of human resource development.

To strengthen our total educational system, the Congress has provided numerous financial supports to vocational education, higher education, and elementary and secondary education. All of these resources have been based on the recognition that total community and resource development must involve the full development of the people concerned. Extension programs will give increasing attention to family management and youth development as components of its total resource development activities. The quality of people and the quality of living have become a national concern, and the enhancement of both reflects a major national goal.

The emphasis by the EOA on community action, local planning and citizen leadership follows closely the pattern previously established by ARA. Again, Extension has provided substantial organizational and educational leadership in launching community action and other related EOA activities. In fact, it is reasonable to observe that no other systematic educational channel possesses the state and county staffs to support community development activities of this type.

Community Facilities Development and Improvement

The third area of national concern is one of providing the essential community facilities that are prerequisite to total resource development. It is recognized that economic and human development can take place only as it is supported and provided with the essential facilities and resources.

A number of programs have been provided by the Congress to meet these needs. The Community Facilities Program under Housing and Urban Development (HUD) is one of the original grant and loan programs established for this purpose. More recently, ARA and now EDA has added to the resources available for assisting local governments in expanding and improving community facilities.

The Farmers Home Administration (FHA) with its water and sewer loans; Health, Education, and Welfare (HEW) and its resources to finance many types of school facilities; the Bureau of Outdoor Recreation (BOR); and the resources provided under the Land and Water Conservation Fund all result from the recognition on the part of Congress that communities must be equipped to support a high level of economic and social development if they are to progress.

Water and sanitation are uppermost in the minds of many local government and community leaders. The old practices of dumping sewage and wastes in our waterways or in a limestone pothole are being recognized as totally unacceptable in modern rural areas. As a result of this pollution, the need for water systems is a major priority in many of the small towns and rural communities of the nation.

Because of the expansion of residential development in small towns and rural areas, transportation, community facilities and recreation are not far behind on the priority schedule. It goes without saying that above all, the need for adequate and expanded school facilities is most essential.

The area of community resource development also involves the need for community planning. EDA loans and grants are made only on the basis of approved OEDP's. FHA financial assistance for water and sewage facilities is provided on the basis of community plans setting forth the need for water and sanitation over a period of years. In other words, the expansion and development of community facilities is a part of the total community planning job.

Environmental Conservation and Development

Another series of resources that have been given substantial emphasis by the Congress and the federal government might be grouped under the heading, "Environmental Conservation and Development." This includes the conservation of natural resources and the abatement of air and water pollution. In each of these, there are numerous public issues and competing land uses that are of concern to many individuals and to the public generally. The reservation of wilderness areas, the provision of available lands for parks and open space, and the multiple use of public school lands as a basis for community recreation and human development all involve elements of competition and control. As a part of Extension's resource development educational responsibilities, these issues cannot be avoided.

Soil and water conservation continue to concern every community. Wildlife and private recreational development represent rapidly expanding interests. Highways, industrial development, urban development and other changes in land use modify the ecological character of our neighborhoods and communities. The need for preventing erosion in connection with highway development, the need for protecting water supplies from being destroyed by various changes in land use and the need for emphasis on the preservation of natural beauty are all receiving increasingly greater attention as more people and more communities become aware of the effect of these factors on the environment in which they live. Community leaders are realizing that the quality of living, whether farm or nonfarm, depends on priority attention being given to the preservation and development of those elements of the countryside that Americans have grown to cherish.

OBJECTIVE--TOTAL RESOURCE DEVELOPMENT

The above national goals or development priorities are not mutually exclusive. In fact, the relation of economic, human, community and environmental development are interdependent in many ways. They represent a total approach to community and resource development.

The extent to which the achievement of development in these various categories is possible depends on a number of factors. In some cases, development means expansion. In others, adjustment or contraction may be the desirable direction. The small towns of the Great Plains in many cases are outmoded and lack the resources to attract industry or even to attract residential development.

Another growing attribute of population expansion and rapid changes in land use is the need for public controls over development activities. Generally, this is initially distasteful to many rural communities. Yet, the need for zoning in order to protect the rights of the public, as well as individuals, is widespread throughout rural America. The "progress of society" is moving so rapidly that community planning and zoning are more imperative than in any stage in our development.

The need for planning and guidance to the development process has given rise to many new concepts relative to government organization and the criteria that should be used for extending public financial assistance. In many instances, counties appear to be too small as a basis for adequate planning. As a result, multi-county districts and regional commissions have been authorized by various actions of the Congress as mechanisms for the conduct of community and resource development. In fact, the number of competing mechanisms of this type seems to be growing faster than the competencies to use them. The repetition of development districts and regional commissions, together with community action programs, will certainly require some type of coordination. It is understood that some states are taking steps to provide this coordination through the establishment of a single series of planning districts for the use of all agencies.

The working relationship between the federal agencies and state and local governments is of critical concern as federal programs are expanded and multiplied in support of community and resource development activities. It is not unusual for federal interests to seek direct routes to local agencies and organizations as a basis for the conduct of their particular responsibility. This tendency has resulted in rather specific provisions in more recent Congressional actions requiring approvals by state governments as a basis for loans, grants and the establishment of planning organizations. This trend in federal-state relationships is important in Extension's efforts to provide an outreach function in support of federal programs. The resources of the Land-Grant university and of Extension per se can be coordinated with other state and local agency resources if appropriate liaison is established with the state agencies having responsibility for federal programs.

Another concept that is more or less new to resource development work is the theory of growth centers. This theory projects the concept that it is unwise and ineffective to provide financial assistance or to plan industrial development in rural areas, and that these resources would be more effectively utilized in already proven centers of economic growth and development. In turn, a need for closely coordinated rural-urban planning and development is implied.

The growth center concept would seem to have validity insofar as there is need to recognize that all development will be more effective where the particular economic advantages are maximized. When one observes the projects that have been carried out in many small towns and rural areas, it is obvious that there is considerable latitude in the factors requisite to effective economic growth. In other words, there are possibilities for the dispersion of industry and business in many small towns and rural locations.

Numerous economic forces and political concerns affect the extent of resource development in any particular location. The fear of competition by established interests may lead to the reaction that additional development is undesirable, that more adequate training for workers will increase costs, or that improvements in the quality of living will destroy the balance of power in community activities.

The importance of identifying and involving the "power structure" and the reluctance of some community leaders to submit to change are important factors in the degree to which any community can be expected to develop and expand. In any event, resources will not be available to support an equal degree of development effort in all communities at the same time. Some will develop slowly, and some almost not at all. As community leaders and the power structure can be motivated, the mission of resource development will be able to expand and meet its overall objectives in terms of the potential opportunities.

MEANING TO COOPERATIVE EXTENSION

The provision of leadership to this comprehensive array of resource development activities is a challenge to the Land-Grant system. The demand for educational support to the many financial and technical assistance programs provided by the Congress through the several federal agencies is increasingly real. The overall aim is to carry out the objectives of the several national goals, and the needs of the communities and the people therein are reflected in their demands for sharing in the various agency programs. We are in the position of projecting Extension educational leadership to all segments of the community and to fill the needs of all people.

Meeting this challenge will require a number of modifications in both research and Extension work. As indicated by some of the changes in organization that have already occurred, Extension needs to involve competencies beyond the College of Agriculture. Satisfaction of the total mission of resource development will require access to a wide range of disciplines throughout the entire university. This does not mean that the conventional on-going programs will be supplanted. It does mean, however, that Cooperative Extension must be expanded to serve an expanded clientele on a broader range of problems in rural America.

As Extension expands, emphasis will be placed on the provision of service to those people who need assistance most. The disadvantaged, the pockets of poverty, the low income and the people who we haven't been working with will surely be emphasized in planning this expansion in Extension work.

Serving this mission is continually requiring new techniques and methods. Because of the extent of the job to be done, it is obviously necessary to work with groups and organizations in many instances rather than with individual families. Let us quickly observe, however, that there is no alternative to substantial amounts of individual family counselling and guidance, especially in the area of human development. Leadership training will continually need to be emphasized, and the employment of subprofessional assistance will undoubtedly be needed in order to reach the vast numbers of families that need help. In some respects, established on-going programs will need to be accelerated, especially to serve low-income farmers and families.

A troublesome factor in this picture is that research is not available as a basis for guiding many aspects of community and resource development work. Conventional agricultural Extension has depended primarily on the Agricultural Experiment Stations for the results of research in developing crops, livestock and other aspects of farming. Research to guide the development of people and communities is substantially less advanced and totally nonexistent insofar as many facets of the need are concerned.

Meeting the challenge of community and resource development demands institutional commitment on the part of Land-Grant administrators at all levels. Middle management and area supervisors must be in sympathy with the overall goals and objectives of community and resource development. Appropriate administrative and research staffs need to be fully oriented and trained with respect to the expanded responsibilities of the total institution. New personnel and new competencies will be needed, and these must be effectively integrated. with the on-going staffs. All need to be trained in terms of a unified program. Making these administrative adjustments and additions will require foresight and imagination in terms of the total job of the Land-Grant institution.

EXTENSION'S ROLE

Extension's "educational role" is growing to be a well worn subject of discussion. What does it consist of? We are endeavoring to isolate this and communicate it to administrators, to the Bureau of the Budget and to the Congress.

Is Extension providing an adequate approach to a systematic problem-solving process? If not, what is needed to more adequately meet the educational needs by expanding or modifying this role? Resources continually limit the extent to which any educational function can be made to reach all possible recipients. How fast is it practical to expand Extension work in community and resource development on a total basis? In turn, how fast is it practical to develop competencies in carrying out the functions that need to be performed?

It is generally agreed that Extension's educational job is to conduct and assist in a wide range of activities designed to develop the ability of people to:

1. Recognize and understand human, economic and social problems and opportunities.

2. Understand and evaluate alternative courses of action.

3. Acquire knowledge and skills needed for individual and group action and apply reliable scientific information.

4. Develop leadership and confidence needed for success.

Generally, the educational goal in community and resource development is closely associated with an organizational responsibility. This results from the need for various types of mechanisms through which to plan and carry out program components. We might classify Extension's organizational role in the following manner:

1. Determine the adequacy of existing organizations and make arrangements for participation through existing organizations.

2. Selection of effective leadership and assistance in establishing new organizations where needed.

3. Provision of administrative support to the educational process in the form of arrangements for group and organizational meetings and for servicing group activities.

The need for new organizations in the form of resource development committees at both the local and state levels involves a variety of opinions. In some states and areas, it is felt that adequate organizations already exist and that Extension should work with them. On the other hand, the question may be raised as to whether these organizations are widely representative of all the interests in the community, or whether they are committed to various motives and goals that may be inconsistent with the welfare of the total community. These factors need to be carefully weighed with community leaders as a basis for a determination.

Another organizational feature which is subject to varying opinions is the need for state resource development committees. State committees in some instances are quite active and meet on a quarterly basis. In other states, they appear to be more or less inactive and meet annually or less often. The difference seems to depend on the extent to which they are utilized as counsellors and advisors to the total Extension role, the extent to which their interests are related to local resource development activities and other agency programs, and the extent to which Extension feels the need for additional broad-based support from various interest groups throughout the state.

The extent to which the program planning functions should be formalized also involves a variation of concepts. The OEDP, as established under the ARA program, has met with a high degree of success and usefulness in those instances where the preparation of the document was well planned and where citizen groups actually participated in the analysis and selection of goals and projects. Such documents have found their way into the various levels of educational activity in their respective areas--through the schools as a basis for community discussion programs and through mass media. In other instances, they have been no more than a requirement to be met in order to participate in a specific program.

It may be argued that the formality of an OEDP is unnecessary and that community committees can evaluate their situation and problems and select and implement priority projects on a less formal basis. The latter is actually being done with a reasonable degree of success, depending on the leadership provided and the extent to which leadership is able to motivate and control group dynamics in reaching acceptable decisions.

The question of where education stops and where action takes over is another aspect of Extension's role. In some instances, education is defined quite narrowly as being primarily a public affairs function, with action being left for some other agency to initiate and/or implement. The more widely accepted concept, however, is that the educational role extends throughout the development process and consists of providing assistance to the various phases of community action progress. This has generally been true in Extension work, in the development of cooperatives and in other mutual assistance types of activity. It is less true in those instances where individual entrepreneurs or enterprises assume the responsibility for action.

Some types of activity demand more detailed assistance than others, and this may be especially true where informal community groups or new organizations assume the responsibility for implementing specific projects.

It is also obvious that Extension frequently works with individual firms and community leaders in considering the expansion or production of a particular project or enterprise. Such activities may be as productive in terms of development as community projects, but for certain reasons are not adaptable to initial consideration on a community basis. Competition between communities and the desire to avoid speculation may be important factors in this consideration.

It would not seem desirable to draw any discreet boundaries around the educational and organizational role with respect to the above matters. There is room for considerable variation depending on available resources and leadership, and all may be productive in their respective environments.

BASIC AUTHORITY AND POLICY

The authority provided by the Smith-Lever Act does not confine Cooperative Extension to any particular discipline or field of work. Although the diffusion of useful and practical information on agriculture and home economics was emphasized in the wording of the Act, it also included the obligation to provide instruction and practical demonstrations in subjects relating thereto. It is clear from the legislative history that it was not the intent of Congress to limit Cooperative Extension work to agriculture and home economics.

The report of the House Committee on Agriculture in submitting the Smith-Lever Bill (H.R. 7951) to the Committee of the Whole House includes these guidelines:

> The theory of this bill is to extend this system . . . to the entire country by providing for at least one trained demonstrator or itinerant teacher for each agricultural county, who in the very nature of things must give leadership and direction along all lines of rural activity--social, economic and financial. The teacher

> or agent will become the instrumentality through which the colleges, stations and Department of Agriculture will speak.
>
> . . . He is to assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education and better citizenship.[2]

Moreover, Section 8 of the Smith-Lever Act emphasizes the obligation of Extension as the provision of:

> assistance and counseling to local groups in appraising resources for capability of improvements in agriculture or introduction of industry designed to supplement farm income; cooperation with other agencies and groups in furnishing all possible information as to existing employment opportunities, particularly to farm families having unemployed workers . . . .

In other words, the responsibility of Cooperative Extension extends to the total environment in which rural people live and work. Farmers cannot be independent of the other components of their communities and economies. Farm people can only prosper as their communities are successful and prosperous.

This comprehensive responsibility was recognized by the ECOP in its "Guide to Extension Programs for the Future." It states that:

> Communities can be improved and their resources developed. This is the significant fact about Extension community programs of the past, and it is the governing faith behind our programs for the future.
>
> Extension workers will find themselves working with three kinds of community resources:

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[2] U.S., Congress, House, Cooperative Agricultural Extension Work, (to accompany H.R. 7951), Report No. 110, 63rd Cong., 2d Sess., p.5.

> NATURAL--the land, water, climate, minerals, etc.
> HUMAN--the people and their attitudes, skills, and talents.
> INSTITUTIONAL--the schools, churches, markets, government groups, and other organizations and services which fill community needs.
>
> In rendering its assistance, Extension will serve many types of communities in a variety of projects. Yet its basic objective will always be the same--the development of people themselves, helping them to approach their potential in knowledge, abilities, skills, attitudes and appreciations.[3]

Section VIII of the "Scope Report" provides an elaboration of this policy:

> The Extension Service has a responsibility to render appropriate educational assistance in helping people to understand such matters as:
>
> 1. Adequate standards for community services.
> 2. Efficient methods of providing such services.
> 3. Methods of orderly planning.
> 4. Competitive uses of land and the relationship to proper community growth.
> 5. Solution of problems found in special community areas within metropolitan areas, such as the rural-urban fringe and the rural slum.
> 6. Joint concerns and the responsibilities of rural and urban people for community problems which occur where city and country meet.
> 7. Methods of improving conditions

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[3] ECOP, A Guide to Extension Programs for the Future. Agricultural Extension Service, (Raleigh: North Carolina State College, 1959), p.38.

> and available services provided by health, education, recreation, religious and other governmental and private institutions.
>
> In addition to such work on a local community basis, Extension has a responsibility to provide education and leadership assistance to people on a county-wide or area basis in developing organized programs of benefit to both farm and non-farm residents. Extension has had long experience in helping people to organize for group action. It can successfully provide the stimulus and guidance that will enable local people to develop and carry through area-wide improvement programs to strengthen the local economy, and otherwise enhance the level of well-being of the people in the area.
>
> Extension can and should cooperate with local people, other public agencies and lay organizations in efforts to improve agriculture, promote non-farm employment opportunities, strengthen community services and institutions and in other ways encourage the optimum development and utilization of all local resources. Extension is now engaged in organized cooperative activities that encourage such joint industrialists, other businessmen and public officials. Such efforts are resulting in the improved welfare of both farm and urban residents, and should be expanded as widely and rapidly as is feasible.[4]

In addition, the Memorandum of Understanding between the several Land-Grant institutions (except for California and Illinois) and the USDA provides that the Land-Grant universities will:

> accept the responsibility for conducting all educational work in the fields of agriculture and home economics and subjects

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[4] ECOP, The Cooperative Extension Service Today - A Statement of Scope and Responsibility. (Publisher unknown, 1958), pp. 11-12.

> related thereto as authorized by the Smith-Lever Act as amended and other Acts supporting Cooperative Extension work and such phases of other programs of the Department as are primarily educational, which the Department has been authorized to carry on within the States. (Paragraph I, (c).)

Within this cooperative relationship, the Cooperative Extension Service has a responsibility for providing educational assistance to the achievement of those national and regional goals that are established by the Congress and the USDA. It is under this responsibility that Cooperative Extension has been delegated the responsibility for providing educational and organizational assistance to the various resource development efforts sponsored by the USDA since 1955.

Measures of Progress

Community and resource development work has expanded rapidly as a component of the Cooperative Extension program during the past ten years. This is especially true when it is recognized that only small additional appropriations have been available for this purpose. Recent estimates indicate that from 12 to 15 percent of the total resources of Cooperative Extension are now being devoted to this phase of the work.

Forty-three states have formally established Project VII (Community and Resource Development) as a program area. Others perform various components of Project VII as parts of established plans of work. The degree of progress varies widely, depending on institutional commitment and available staff. There is also a wide variation in the extent to which community and resource development has been integrated into the ongoing programs.

Forty-four states have established state RAD or resource development committees, and committees or councils have been established in 2,183 counties. Some states use the RAD terminology, while others have chosen to identify their state and local committees as resource development committees or councils.

Recent reports indicate that 1,314 counties have completed OEDP's, with 785 of these being prepared as a basis for participation in the ARA-EDA programs. Approximately 400 counties have recently been engaged in revising these documents as a basis for continued participation.

Approximately 1,600 counties report current activity in the planning and implementing of certain development projects. More than 1,400 projects are reported to have been completed since July 1, 1961. Approximately 100,000 local people are involved in these activities at the state, area and county levels.

Although the character of resource development projects varies widely from community improvement activities to large industrial and community facility installations, reports conclusively indicate that rural areas are making increasingly greater use of federal and state resources, as well as private investments. Progress is being accelerated as the agencies of the USDA and of the federal and state governments work together more effectively. Through the technical action panels (TAP), the working relationships among USDA agency representatives are more effective than they have ever been.

PROBLEMS AND NEEDS

The definition of community and resource development has been of considerable concern in terms of providing a framework for reporting Extension activities and as a basis for sharing in available appropriations. A basic fear has been engendered that the mission of resource development was being defined in terms of a specific type of group activity, and that work with individual firms, individuals and existing organizations was being omitted from the reporting process as well as the definition. Steps are being taken to clarify this situation and to expand the concepts on an acceptable scale.

A special Task Force acting under the direction of the Project VII Subcommittee of ECOP is engaged in preparing a current guideline with respect to the definition and scope of community and resource development as a recommendation to ECOP. This will update the previous statement of ECOP and the Scope Report.

There is need for expanding the participation of the various disciplines of Extension in community and resource development activities. This is especially true insofar as home economics, youth, and marketing and business management are concerned. Home economists are in a position to contribute to the development of home industries, cultural opportunities, institutional management for resort and tourist business, community services such as Head Start, welfare programs and related activities, and to provide guides to women's groups on a wide variety of programs and activities.

4-H and youth participation in many types of human development activities are keenly important to the total resource development activity. In addition, many community improvement programs can be aided through neighborhood youth corps and related projects.

Marketing and business management specialists are in a position to expand their work to many rural industries and businesses that need guidance in making feasibility analyses of alternative opportunities and more efficient management. Numerous other contributions are possible, especially in behalf of programs to serve the low -income and disadvantaged elements of the population. In addition, there is a need for a wider recognition that public affairs education should be closely integrated with all phases of community and resource development.

The problem of adequately reporting community and resource development educational work will continue to be of substantial concern to administrators and budget officials. From a national point of view, it is obvious that additional appropriations will be required to fully expand this phase of Cooperative Extension work. In justifying the progress being made and as a basis for budget estimates, adequate reporting of current programs is essential.

Serving the Total Community

The expansion of Cooperative Extension work to serve a wide range of non-farm clientele with many new competencies is no longer a question. It is a reality. A number of institutions have reorganized, or are in the process, in order to more adequately meet these expanding responsibilities. Various complementary programs are being provided, including Title I of the Higher Education Act, the Technical Assistance Program of the Department of Commerce and the various elements of the EOA. Some universities are accepting the challenge and are making plans to share these new programs and to provide educational services to the total community.

The Cooperative Extension Service is in an enviable position with respect to its opportunities. It is organized in practically all counties of the United States with a competent and able staff. We need to recognize our weaknesses and our strengths. We need to evaluate objectively the various factors affecting our work and to project our steps in the direction of strength.

We occasionally hear the question, "When is Extension going to stop chasing federal programs?" The answer is clear. We need to establish a concerted program of community and resource development Extension activities. When this is done, the various federal and state programs will simply provide resources to carry out the several components of community and resource development programs that are receiving Extension's educational support.

EXTENSION COMMITTEE ON ORGANIZATION AND POLICY LOOKS AT INCREASED COMMUNITY RESOURCE DEVELOPMENT

by
John B. Claar*

My task today is to discuss the role and function of the Extension Committee on Organization and Policy (ECOP) as it relates to community and area resource development and to relate to you some of the work that ECOP has underway. But I must warn you that I have an additional interest in being here, and that is the opportunity to inform some of the outstanding leadership in this field in the United States as to the steps that need to be taken in order for Extension to achieve its potential in this field of work.

My credentials to discuss this particular subject with you are a long-time involvement with the task force in the Federal Extension Service (FES) relating to rural development, the serious effort in my own state to develop an effective program, a term as chairman of ECOP Subcommittee on Project VII (Community and Resource Development) and current administrative advisor to the subcommittee representing ECOP. In spite of this involvement from several angles, I fear that I will have more questions than answers. For the answers that were right yesterday are not adequate today because of the fast-changing climate in which we operate. I refer especially to the growth in legislation and organizations interested in the field, including the existence of professional planners at the county or area level that did not exist a few years ago when the concepts of rural development were hammered out. The role that Extension might have played in 1955 may not be as relevant today because of these changes that have occurred beyond Extension's purview.

But before I am drawn more deeply into the specifics of my discussion, I think it may be important that I discuss the make-up and function of ECOP and how it fits into the scheme of things. First of all, I note that my good friend, Everett Weitzell, appeared on your program yesterday to discuss a national perspective for increased

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Extension work in community resource development. ECOP, although it is a creature of the Association of State Universities and Land-Grant Colleges, works very closely with the FES. Therefore, I fear I may duplicate some of the material presented by Mr. Weitzell since ECOP and FES are in close harmony on the general principles involved.

For those of you who may not be closely acquainted with the organizational structure of the Extension Service, ECOP is composed of eight Cooperative Extension Directors, with two directors named by each of the four regional Extension director groups. Two regions also name a representative of state leaders of home economics. The Administrator of the FES is an ex-officio member. ECOP exists under the authority of the Association of State Universities and Land-Grant Colleges and functions under the Division of Agriculture of that body. It is through the Association's structure that the legislative committee of ECOP appears before congressional bodies to support funds for the Extension Service that may or may not agree with the budget that has been submitted by the executive branch of the federal government. ECOP has a number of standing subcommittees such as the Legislative Subcommittee, the Subcommittee on Project III, Marketing Subcommittee, Subcommittee on Home Economics, Subcommittee on 4-H, Subcommittee on International Programs and on Project VII. Much of its work is conducted with and through these subcommittees.

The best way to portray the mission and philosophy of ECOP is probably to read briefly from a recent statement which has been developed relating to its functions:[1]

> ECOP is Cooperative Extension's policy development and planning body at the national level. ECOP's policy decisions are primarily focused on program activity. Through active participation in the affairs of the National Association of State Universities and Land-Grant Colleges, ECOP serves within that

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[1] Minutes of the June Meeting, June 20, 21, 22, 1966, Extension Committee on Organization and Policy, Washington, D.C., Appendix A.

organization as an interpreter of Cooperative Extension and provides the vital communications link between the Extension function of the Land-Grant universities and the chief administrative offices of those universities. ECOP serves as a focal point and as a vehicle by which Cooperative Extension achieves a common sense of mission and purpose at the national level. It promotes the singleness of purpose and creates a strong measure of consensus between the participating states and Puerto Rico and the federal government, especially the United States Department of Agriculture. Using its standing and ad hoc subcommittees, ECOP tries to keep Cooperative Extension attuned to the changing, growing opportunities for educational programs in Extension work. It pursues this goal by:

1. Serving as a repository for subcommittee reports and special functions.
2. Functioning as a communications link between FES, USDA and state Extension Services.
3. Establishing and maintaining liaison in policy and relationship matters with various departments and offices of the federal government.
4. Spearheading the authorization and organization of standing and ad hoc subcommittees, and sponsoring workshops and conferences and seminars.
5. Acting as a forum for debate and review of major policy issues facing Extension and Extension-type programs.
6. Providing review and study mechanisms to deal with a variety of national

> organizations and agencies concerned with Extension programs.
>
> 7. Becoming a means whereby legislative action affecting Extension programs is shaped.
>
> Deliberating and acting in concert with FES and the USDA, ECOP provides the mechanism to assist FES in interpreting and developing national goals of the USDA as they relate to Extension-type programs. At the same time, as a national committee representing the National Association of State Universities and Land-Grant Colleges, ECOP assists in interpreting the mission of the Land-Grant colleges to the USDA's administrative arm. In this manner state and local problems are better understood and brought into harmony with those at the national level. Thus Cooperative Extension in the entire nation is able to function beyond the parochialisms of local lay leadership and professional staff.

Although the report continues to outline more specifically these responsibilities, I think that this excerpt is enough to make clear the significant role that ECOP has in both challenging the states to see and accept their role and opportunities as well as representing effectively the interests of the member services.

For several years ECOP, functioning in close consultation with the FES, has recognized the growing importance of this general field of work which we refer to as community resource development. This concern on the part of Extension Services dates back many years. In fact, projects in this area go back to the 1930's. In my own state, a community betterment program was set up specifically in 1946 at the state level, and of course, county agents have served as architects in the local community since Extension began. How can you imagine a more effective community development work than the organization of cooperatives and business services needed by agriculture which was done so effectively through many years? An excellent statement articulating the growing need and opportunity was developed in the

Scope Report in 1958 and was spelled out more fully in the accompanying guide.[2]

As the program developed and the needs became more apparent, this general type of program became a major national focus, and through new legislation and administrative decisions, a host of organizations, both public and private, has become involved. Many groups are also involved within the Land-Grant university. In fact, I would say facetiously that a role of Extension one of these days may be to help local communities design community protective associations to defend against too much community assistance. I say this only to highlight the fact that although there are a multitude of groups and organizations concerned at local, state and national levels, the problem is not that there are too many. The problem seems to be inadequate local planning to make effective use of these tools and aids that function in a highly uncoordinated manner, generally under separate authorities.

Recognizing these facts, ECOP has continued its concern through the appointment of the Subcommittee on Project VII with the special challenge to work at developing a program and to outline the resources needed to do an effective job in this field of work. As a part of the work of this subcommittee, a statement of national purpose and intent was developed and approved by ECOP. In a traditional manner, this statement approached the problem from the point of view of local people and what they want from their communities. A brief quote from this statement will serve to indicate its tone and the attitude of ECOP toward the job ahead:

Today a large part of our attention is focused on the exciting opportunities for community improvement. Events of this century have demonstrated that the welfare of each of us is intimately associated with the welfare of others in our community. Our own prosperity loses some of its significance if our neighbors are poor and in need, or if our communities cannot provide such needs as adequate education for our children, employment for our neighbors, economic encouragement for our young people or the opportunity for senior citizens to live satisfying lives.

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[2] ECOP, The Cooperative Extension Services Today--A Statement of Scope and Responsibilities. (Publisher unknown, 1958).

Whether we live on farms, in rural communities or in cities, we want more from our communities than the bare essentials provided by a trading post or a marketplace. We know that many American communities, through confident and enlightened leadership, can provide both economic opportunities for their citizens and the social, cultural and physical services and environments that make life rich and satisfying. We assume that people who aspire to explore the universe will want their own communities to be models for a civilized world.

The goals that people set for their communities are frequently exciting, sometimes formidable, but rarely unattainable. Among some of the more exciting of these goals we would call attention to four:

1. To provide for all people who want and need employment the opportunity for jobs that provide a decent income and a challenge to their talents and abilities, and to expand the economic base of the community to accommodate young people who will be seeking future employment.

2. To provide adequate systems of formal education for the community's young people that take into account differences in individual abilities, aspirations and goals, and to provide informal or continuing education for citizens who want or need to improve their technical or professional abilities or to enrich their lives through new educational experiences.

3. To provide at reasonable cost those economic and cultural services that will permit people, both young and old, to benefit from the nation's progress.

4. To provide the physical, moral and aesthetic environment in the community

> that local people desire and that is
> acceptable to neighboring communities
> and to the nation .

Today in this 51st anniversary year, the Cooperative Extension Service (CES) of the nation's Land-Grant universities, in association with USDA, reaffirms its confidence in the ability of local people, both rural and urban, to provide the leadership needed to make progress toward these four goals for their communities. With this statement of national purpose and intent, the CES pledges to continue to support and to allocate additional resources to the challenging task of assisting local people with their programs of community analysis, development and improvement. Extension's role is to help establish and maintain effective organizations and provide a sound educational channel to help both groups and individuals deal effectively with their problems. Of course the CES cannot do this job alone. It will therefore need to work harmoniously with other groups and seek to provide the leadership and service that it is uniquely able to render. In addition to organizational and educational efforts, such service will include action programs in a number of areas such as the improvement of family living and the development of an increased economic base in agriculture.

I believe I properly reflect the thinking of ECOP when I state that both the roles outlined in the paper from which I just quoted represent difficult but important needs and opportunities. I mentioned earlier in my paper the fact that there were a great many organizations and groups who are interested and able to contribute something to these problems. The only logical place where their efforts can be effectively coordinated is at the local level itself. Here is where the organizational and liaison task of Extension comes into play. Wouldn't it be wonderful if each local area had an effective group representing the various interests in the community and planning for the development of the community over the proper geographic area? If each community had a well though-out and articulated set of goals and objectives together with professional help for implementation, the various organizations and legislative aids could be used as tools by the community to accomplish the objectives of local people.

In the absence of such well-coordinated planning, all of the assistance and aids may result in some action, but in a manner that results in far from optimum progress. In fact, in the absence of such planning, occasionally real problems can develop from the result of such action. In fact, in a community not too far from me, I am told that a swimming pool and recreational area has been developed, but the local community seems to have little chance of finding a way to operate it even though it had to provide little of the capital. One must ask the question, "Was this the most important need to which the limited resources of this small community could be directed?" Thus, I believe that the task of Extension as an impartial group with nothing to sell is a central concern with ECOP.

I believe, however, there has been an increasing recognition that this approach must be a very flexible one. The idea of some years back that a new organizational group could be developed by Extension in every community that would serve as the lead organization for such activity may not be as valid as it once was in light of these new developments. I believe there is, in fact, greater recognition that the real genius may lie in getting the right people and the right organizations involved, adding only enough organization to get the job done.

Although I say that I believe this function is a central concern with ECOP, I believe I also see increasing concern that Extension develops its educational program more fully in this field. After these several years of experience, we can develop a conceptual framework on which we can agree and which can serve as a theoretical and philosophical base for an expanding program. What is the subject matter that needs to be taught to local groups and individuals to enable them to take more aggressive leadership in planning and development? Specifically how can these different target audiences be reached effectively with educational programs? As we have done in other fields, can we tie a serious depth continuing education program alongside an action program so that the two are mutually supporting? It is time that we were more articulate, more penetrating in our analysis, much more specific about the character of this program, and more aggressive in developing a model that we can use to explain to others what we believe is needed and what we are capable and able to do.

I think one of the handicaps that we have is that we realize that we do not have many of these resources in Extension at the present time and the resources that we do have are heavily committed. However, it would seem to be a serious mistake to let this hamper our imagination and our aggressiveness in outlining our interest and capability. We do not need to throw our loop around the entire job, but we can outline and lead a program that includes our teaching capability and that provides an attractive vehicle for others to cooperate with. It is here that Extension's administrators must look to staff experts, and I believe that the challenge is squarely upon such people as yourselves to get specific and to cover us up with well though-out, educationally based programs that are appropriate for Cooperative Extension to lead.

Armed with such information, Extension administrators can seek funding under various avenues and can seek ways and means of bringing the necessary resources to bear within the institution to back-stop the program. We cannot guarantee success in every case, but we can be certain that little progress will be made without these well thought-out documents in hand or without successful demonstrations on the ground.

It is because of these thoughts and concerns that ECOP, through its subcommittee, has turned to a group of professionals to analyze our progress to date and to attempt to meet the needs that I have just outlined. The expectations of this group are high, but a blue-ribbon group has been chosen to attempt it. The charge to the special subcommittee indicates the character of this assignment:

> This task force will be responsible for developing a comprehensive report on the scope and content of "community and resource development" and the role of the CES in it. In pursuing its assignment, the task force should exercise whatever initiative and ingenuity are required. It should search out and report information, ideas and observations, and make recommendations that will give the ECOP a clear understanding of the following:
>
> 1. What is community and resource development?

2. What problem areas should be encompassed by Cooperative Extension efforts in community and resource development?

3. Who are the clientele to be served by Extension in community and resource development?

4. What are the educational needs of the various clientele groups?

5. What should be the program of Cooperative Extension in community and resource development:

    a. What should be the general nature and content of Cooperative Extension's educational program to meet the needs of the clientele?

    b. What should be the program relationships between Cooperative Extension and other federal, regional, state and local agencies and groups involved in community and resource development?

    c. What are the realistic program staffing alternatives and related organizational alternatives for Cooperative Extension in achieving its educational and inter-agency role?

In its deliberations on item 2 above, the task force should give particular attention to delineating clearly the problem areas that should be encompassed by Cooperative Extension efforts in community and resource development. For example, the ECOP Committee on Community and Resource Development considered the following problem areas to be within a reasonable definition of community and resource development and related Extension efforts:

1. Problems related to public understanding of the social and economic forces affecting community and resource development.
2. Problems related to the understanding and application of the social action processes.
3. Problems in identification, motivation and development of leaders and decision-makers.
4. Problems related to per capita income and income distribution.
5. Problems in labor force adjustments and developments, plus adjustments and developments of other groups.
6. Problems in the use and development of natural resources.
7. Problems of availability and use of capital in community and resource development.
8. Problems in the location of economic activities.
9. Problems related to public services or social overhead capital.
10. Problems of local government.
11. Problems of institutional and organizational change.

In its deliberations on item 5 in the first section above, the task force should give particular attention to the following guidelines. These were considered to be most important by the ECOP Committee on Community and Resource Development. The guidelines are:

1. The central focus of the program should be human and resource development.

2. The program should be flexible enough so that any state can use it.

3. The program should be broad enough to include all clientele groups that have a part in the decision-making for community and resource development.

4. The program should include process, methodology and content for action programs.

5. The program should allow for the interdisciplinary nature of community and resource development.

6. The program should allow for and foster contributions from all related program resources.

7. The program should allow and, if possible, facilitate a clear reporting of Cooperative Extension efforts conducted under it.[3]

But as usual, high as our expectations may be of this effort, we cannot wait for this report. The show must go on. In the meantime, Extension is readying a budgetary request that will start through the mill and which later can be supported by the program which is outlined. It is important, too, that individual states do not wait for this national effort. I am sure that ECOP and the FES would wish me to emphasize this most vigorously, and I hope that a great number of states will be doing this same sort of evaluation and projection in order to cleave out the emerging role of the CES and the significant educational program which must be a part of the continuing effort. I would state a personal opinion by saying that even though we can point to lots of weaknesses and problems and needs, there are opportunities for funding and growth of this work if these well thought-out proposals are developed. In fact, I would say to you that I believe the star of this work is continuing to rise, but that the professional people within it have a real challenge to help administration develop a program that can be told, demonstrated and sold.

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[3] Project Proposal Community and Resource Development. (Morgantown: West Virginia University, April 4, 1966), pp. 2,3,4.

In closing, I am sure that I do not want to leave a note of disillusionment with our efforts to date. Resources have been re-directed into this work. Examples of accomplishment are many. The development of the long-time Extension effort has been hampered by short-term assistance that we have given to national acts that would have floundered much more seriously had we not dropped everything and put our shoulder to the wheel. The resources that Extension has been able to devote have been fully extended and productive.

Doing more with these resources is not a practical solution. We cannot set up a specialist or an area agent and feel that we have done the job. The specialties needed in this field are as great as any other that we have attempted. My thesis is that we must think larger, be bolder and develop more flexible ways of approaching the job. You may be assured of the interest and support of ECOP as you continue your study in this workshop.

INCREASING UNIVERSITY ROLES IN COMMUNITY RESOURCE DEVELOPMENT

by
J. W. Fanning*

The university faces the challenge to seek and implement an expanding role in a new and fast developing community. The Cooperative Extension Service (CES) must likewise seek and find its expanding role in this new community. And so must agriculture.

I do not intend to indicate in any manner that the process (painful as it is) of seeking expanding roles in this new community is not underway. It is, and I congratulate you of the CES, the university and agriculture for the diligent efforts which are being devoted to this undertaking. It is, I may add, a gigantic undertaking and one that requires a full commitment to inquiry and change.

I joined the CES 38 years ago as an assistant county agent. Most of my professional career has been in the ranks of Extension, and all of my career except for a few years has been in adult and continuing education with a very special interest in community development.

During the years I have spent in work outside the CES, I observed with gratification your progress and adaptation to a changing society and a revamping of agriculture and rural communities. You have done well. Your progress has been splendid. I wish for you the success which you so richly deserve and which I am sure you will attain.

It has been my good fortune in recent years to observe and participate in the operations of a growing state university deeply committed to broad programs of instruction, research and service. I have come to know a total faculty and appreciate the great knowledge, technical skills and dedication of its members to the building of a better society. I have watched this university as it strove to become more deeply involved in the complex problems of a changing state that was in the throes of remodeling its communities and building anew its economy. It has been thrilling to be on the staff of this institution as it broadened its concerns and moved to accept new and expanding roles in developing the resources of the state and its communities. Change and adjustment are indeed painful, yet so very rewarding when they contribute to the solutions of great problems confronting people.

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In my opinion, one of the most dramatic changes in our society in recent years has been the evolving of a new community. This new community is not easily defined. It is a product of a great variety of circumstances. It comes with ubanization and the desire of people to build a city, yet not become too deeply involved in all of its problems. It comes with a commercial agriculture and the release of people to go elsewhere for employment and residence. It comes with great advances in communications and transportation which allow people to relate one with another much more speedily and effectively.

This new community is breaking down the old lines between rural and urban and seeking a consensus of understanding and effective cooperation between the two.

The metropolitan area is an example of this new community. So is megalopolis as it stretches out across the country side, creeping from one big city to another and devouring farms and old line farm communities as it moves.

You have observed the strip city as it extends out into the country surrounding the city as a place of residence for people who commute to the city for employment. Its impact upon the country side is easily perceptible and often times damaging by old standards.

One of the present-day developments causing constant amazement is suburbia--a haven for those who want to use the city, but do not want to live within its boundaires or become too involved in its problems.

I am sure you have spent many an hour pondering over the mixture of full, part-time and residential farmers in a rural community and the type of program that can be developed to render the assistance which this new and highly diversified community needs.

In my own state of Georgia, much emphasis is being given to multi-county and multi-municipal communities. These communities are striving to solve regional or area or multi-county problems which the individual county or municipality alone cannot solve, but which must be solved before the county or municipality can adequately develop its own resources. As a legal entity, it is providing a somewhat different approach to community resource development.

We need not deal upon the forces bringing about these new communities. Of course these are numerous, and they are quite powerful. We should strive to understand them better, but it is not the purpose of this paper to deal with this question. Rather, I feel that I should like to search with you for the impacts and problems growing from the creation of these new communities and determine what the university can do better to assist in their resource development.

May I very briefly make a few observations about the problems with which these new communities must deal. I feel they are closely related to the increasing university roles in resource development.

Not only do these new communities face new problems, but they are confronted with problems which are interlocking in nature. For example, a community attempting to solve the problem of increased job opportunity finds itself confronted with a myriad of other problems. For example, an expanding employment base comes most readily with the solution of problems in government finance and service, public education, recreation, housing, agricultural productivity and others. To deal with one problem in community development is to virtually touch all others that impinge upon the central one being dealt with. Thus, one who works in community development must possess the ability of a broad perspective and a deep insight. He must deal with many resources and direct a program of considerable scope.

We have learned that economic development is a product of rural-urban cooperation and a complex of interlocking relationships. A city does not live unto itself, nor does the countryside. The modern town literally feeds upon the countryside for its employees and much of its purchasing power. For its outdoor recreation, it goes to the rural community.

The school district is fast finding no rural or urban lines. Public education is a problem belonging to the rural and urban alike. It is a basic resource to be dealt with in community development. Programs for its improvement are of as much concern to rural as to urban residents.

Municipal and county governments have a great variety of overlapping functions in their efforts to respond to the calls for aid from the rural-urban community. Truly, roads do not stop at political boundaries. Neither do streams, nor do people looking for jobs and places to live.

The point I wish to emphasize is that in resource development we must more and more look to a community embracing both rural and urban interests and possessing problems of mutual concern and interdependence. I submit the proposition that this community is with us by force of circumstance and that it must be dealt with. Therefore, those in the city must look beyond its boundaries for the solution to many of their problems, and those in the open country must likewise look into the city. The two interests must meet on common ground, and they must seek solutions to common problems impeding the development of each. Resource development can only take place as this type of relationship and joint effort is cultivated.

Permit me to bring my proposition into a bit sharper focus by stating that a community possesses problems of government, education, housing, cultural development, landscape development, business and industrial development, land use planning and controls, recreation, agricultural adjustment and growth, social services, health, water conservation and pollution, organization, leadership and a myriad of others. This vast array of problems relate one to the other as we search for approaches to community resource development. At some point in time, these problems must be viewed and dealt with as a whole or in pertinent groupings. The factors limiting and obstructing solution to particular problems must be searched for, and will often be found, in a multi-prong attack. I have seen a problem in education solved by a new tax assessment base. I have likewise observed the pressure lighten in agriculture with a well-conceived program of training for industrial skills.

There are times when I wonder what we mean by community resources. Are we speaking of human and physical resources alone? Are we including government and education as community resources for development? Are we also including businesses, industries, agriculture, communications, transportation and a host of organizations? Are these community resources which must be understood and planned for in total community development? I guess it all depends upon the point of view and definition. I include them in my concept of community resource development. And as I do, I am forced to broaden my base of interest and concern within the community and proceed to acquire a more comprehensive knowledge of the great variety of sources of assistance which are available for their development. I find, too, a great need for skills in how to properly and most effectively utilize available assistance in community resource development.

I think at this point the community must look to its university and the vast store of resources which it possesses in so many of the disciplines which modern-day communities must draw upon for total resource development. And the community finds, I am convinced, a concerned and extremely competent faculty with broad-based knowledge and technical competency to deal with the complex problems possessed by communities seeking total resource development.

I should like to place additional emphasis on what I have tried to say about the university's roles in community resource development. I do this to lay the foundation for what I would like to list as increasing university roles. There are five points I should like to emphasize:

1. The university must come to recognize the urban-rural community with its highly diversified resources and interrelated needs and problems. There is demand, of course, to relate to the needs of the strictly urban community and also the rural community. But I submit that no longer can we think in terms

of total resource development without reference to both rural and urban communities. This recognition is not easy to come by or deal with. But, in my opinion, it must be done.

2. The university must understand the interlocking needs and problems of the community for resource development. The educational needs for rural and urban alike must be understood. So, too, the problems of two governments must be understood, working side by side to provide identical services to people who are paying less and less attention to political boundaries but who are demanding more and more services. And may I suggest that adequate markets for farm commodities can only be secured by the joint action of rural and urban leadership. Thus, the rural joins hands with the urban community in industrial resource development.

3. The university must possess a knowledge of the resources of the community including strengths and weaknesses. The university must have the facts about government, education, water, industry, agriculture and a host of other resources. And certainly no one knows more about the human resources of communities than the university.

4. The university must possess knowledge of the needs in community resource development. These facts and their understanding extend to needs in education, government, economic development, recreation, housing, culture and on through a vast array of resources that must be developed.

5. The university must help in community resource development. The big challenge which universities face is bringing their resources to bear upon the solution of problems obstructing community resource development. The job is that of implementing the flow of knowledge and technical competency of its faculty to communities for the solution of their problems. To put it another way, universities must help communities move on a broad front in resource development through the application of knowledge and technical competency in a great variety of disciplines. The basic responsibility for

community resource development lies with the leadership of the community. The basic responsibility for assisting community leadership in assessing, appraising and evaluating problems of change in the new community and in making application of pertinent knowledge and technical skill in resource development is that of the university.

Now, may I suggest five areas in which the university needs to play an increasing role in community development:

1. Community leadership development

   The university must help leaders to see and understand the total community, its interdependencies, its interlocking problems and its challenges and resources for development. Too often the university deals with segments of a community and fails to put the parts together so as to deal with the whole. Unless the community leadership understands the big picture, total resource development will not take place as effectively as it should. The university must make concerted efforts in training community leaders to comprehend total community resources, including the people's needs, problems and opportunities.

2. Training of community resource practitioners

   The skills in community resource development must be sharpened and made more effective among those people who are employed in local government, education, community planning, business, industry, agriculture and many other areas. There is no substitute for a capable and efficient practitioner. The university must always seek to expand its role in training these individuals.

3. Public understanding of resource development

   There is an overall role of education for the public, generally on the problems, needs and opportunities in community resource development. The challenge to help people understand the forces at work changing old communities and building new ones is an exciting and demanding one. The university has at its command the known effective educational techniques and methods as well as rich experiences in community development. There is no reason why the challenge should go unmet.

4. Providing Technical Services

Within the colleges, schools, departments, bureaus and institutes of the state university are well qualified faculty members who can study, advise and counsel on technical problems in government, education, business, agriculture, culture, community organization and a host of other resources in community development. At no other time have communities looked more to their universities for technical advice and consultation. The university must find the way to meet this ever expanding demand for service.

5. Research on Community Resource Development

There is a never-ending demand for research in community resource development. There is need for study of the community development process to provide a better understanding to leadership. The deficiency of facts about community resources for development in a rapidly changing society is appalling. The university must expand its research in community resource development. The full picture must be studied so as to have information on the whole as well as the individual units.

I feel that these five roles need expanding within the university. They are highly essential in community resource development. But expansion does not come easy nor readily.

A few years ago, the University of Georgia took another step to attempt to bring its total resources to bear upon the new communities that are developing in Georgia. To this end, the Institute of Community and Area Development was created in 1961. Its purposes were: (1) to provide a unified University voice in total community development, and (2) to more effectively bring all resources of the University to bear upon community development. Its director was made responsible to the President of the University. Its staff was jointly-staffed with their respective departments of specialization in either research or teaching. Office space was arranged within the departments. Staff are now employed in business research and development, local government, community planning, landscape development, social services, recreation, cultural development, community organization and leadership, safety education and geology. The staff works with the members of their own departments in drawing upon the available resources. They also relate to each other in providing a team approach to community resource problems requiring interdisciplinary study and action. The Institute maintains an effective university-wide relationship with all colleges, schools, departments, bureaus and institutes. Last year more than 50 members of the faculty from 25 different disciplines participated in research, consultation and technical assistance within communities.

The Institute has been active in an educational program of total community resource development. The rural-urban community and its interlocking relationships and dependencies have received special attention. Much time has been spent in helping with the organization and programming of multi-county planning and development groups.

The Institute represents the total University concern and interest in community resource development. It works with all appropriate units of the University in conducting research and training programs and providing consultation. It seeks to bring more coordinated and team action within the University on community and area development. This focal point for the University's concern in community development assures a broad and continuing program in this important field. It has been our experience that at some point, this concern must be expressed in an adequate organization so that it can act with the full support of the administration. We believe that in community resource development, as I have tried to present it, there must be a central office which communities can contact and which can be given the responsibility to relate resources to needs and demonstrate the total University concern and interest.

About one and one-half years ago, the President of the University appointed three vice-presidents--one each in instruction, research and service. I occupy the position of Vice-President for Services. Here, too, is another step in the direction of university commitment to total community resource development. Whatever it takes to do this job will be attempted. Every effort will be made to bring the highly diverse resources of the University to bear upon the problems of the state and its communities as they build anew.

I am convinced that each university must expand its roles in community resource development. But each must do this in its own way. Communities are seeking and expecting help from their university as to direction and method of approach in this time of great change and stress and often times uncertainty.

I should like to express an opinion which I believe is the CES's role in the field of community resource development.

I must confess that I often feel that agriculture has not concerned itself enough with the problems of the city, even though it has vigorously presented the idea that the city should be interested in the problems of agriculture. Maybe the reason for this is that so many of the city's problems appear to be outside agriculture's scope of activity and immediate concern. However, the city's problems are increasingly becoming the problems of the rural community. Agriculture finds itself, therefore, in the position of having to deal with what it thought to be the problems of the city alone. May I call to your attention the problems of job opportunities, housing, education, vocational training, consolidation of government services, recreation, community planning and zoning, fire and police protection and cultural development. These problems grow more acute with city growth, yet they impose themselves in varying degrees upon the rural community, and agriculture must deal with them, either alone or in cooperation with the city.

I submit that agriculture cannot sit idly by while the city solves its problems both in and outside its political boundary. This would be divesting itself of a responsibility which I claim agriculture cannot release to anyone. Therefore, the rural community must seek a way to work with the urban community in a joint attack on total rural-urban community resource development. Representatives of the rural community must serve on planning commissions, economic development groups, governmental study commissions and in every other way participate in the total community plans for resource development.

There are two challenges which the CES faces.

Challenge number one is the more active involvement in total community development in the rural-urban community.

The great skill which the Extension Service has acquired in community organization and leadership development can be effectively brought to bear upon resource development in the rural-urban community. This is a step that will require a new concept of the community and Extension's responsibility. There will be need for training to provide Extension agents with the viewpoint, confidence and knowledge to move forward aggressively in this field.

I am convinced that this challenge offers to the CES the opportunity to assist more effectively with resource development problems in such areas as recreation, land use planning and zoning, vocational training, public education, transportation, industrialization, landscape development and a host of others. As rural and urban leadership join hands in dealing with these problems which are common to both, much progress will result and come more speedily.

May I repeat that I feel very keenly that the CES has an expanding leadership role in this new community. It will not be easy to discharge. Its fulfillment will take time and effort. A new approach must be devised, and there must be well directed training programs conducted for Extension personnel. And may I add that a new image on the part of the public must be developed of Extension's responsibilities and opportunities for service as it deals with resource development in this rural-urban community.

Challenge number two is the very great responsibility and splendid opportunity of Extension agents truly becoming the representatives of the university within the rural-urban community.

The Extension agent has at his disposal a well-qualified staff of Extension specialists. In addition to this group of knowledgeable individuals, he, as the representative of the university, has access to the entire resources of the university. It has become increasingly clear that all of the resources of the university are needed to achieve sound progress in community resource development. Therefore, all of these resources must be made available and effectively brought to bear upon the problems of the rural-urban community.

The Extension agent should know better than anyone else the assistance the community needs in the fields of government, land use planning, business and industrial growth, public education, recreation, mental health, adult education, cultural development, geology, leadership training, housing codes, subdivision regulations and a host of others. As the representative of the university and all its resources in community development, the Extension agent can bring to the community the assistance which it needs from individual as well as groups of specialists on these problems. I admit readily that the university must provide the kind of organization that will make all its resources available. This becomes one of its expanding roles. Also the Extension agent must provide the leadership to bring this great variety of resources to bear upon the interlocking problems of the rural-urban community. This becomes one of the expanding roles of the Cooperative Extension Service.

May I in conclusion say that this concept of community resource development is not easy to come by, but in my opinion it is fundamental to real progress in community development. I am convinced that all who are connected with the university in the field of service need to study resource development in this new and fast growing community and find and implement the expanding roles of the institution in bringing it about.

THE ECONOMICS OF COMMUNITY RESOURCE DEVELOPMENT

by
Eber Eldridge*

ECONOMIC DEVELOPMENT-- A PART OF THE TOTAL DEVELOPMENT

Total development is measured by improved satisfactions of people. Admittedly this is hard to measure and perhaps impossible to measure in a quantitative sense. The lack of ability to quantify does not preclude its existence. Because in the final analysis, unless there is improved satisfaction of people, total development has not occurred. Therefore, economic development is one of the means of achieving total development--satisfactions of people. If this were not true, there would be no point in economic development. However, because in the minds of people incomes are presumed to be highly correlated with their satisfactions, economic development becomes one of the important means of achieving social development.

I will readily admit that income is only one of many attributes contributing to satisfactions of people. Permit me to use an illustration to clarify this statement.

I will arbitrarily define a community as a town and its trade territory. I would like to call your attention to this economic fact: Every community has an economic reason for existence. This economic reason can differ from one community to the next, but the economic reason must be present or the community will die. Some of our prize examples are the ghost towns in the gold mining region where the economic reason for existence has vanished.

Whether or not a community is "developed" depends upon the economic structure of that community. A highly developed, progressive community has a sound economic structure. The underdeveloped areas of this country or any other country have a poor economic structure. Consequently, the economic structure of a community is of vital concern to its people. Progress in many communities depends upon the ability of that community to strengthen its economic structure.

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Although analogies are dangerous, I think it is necessary to use one in this case. The economic structure of a community is, in some aspects, similar to the structure of a house. If you have ample space, a dry basement, a solid foundation, straight and firm walls and tight and insulated roof, most contractors would agree that the structure of your house is sound. This provides the basis on which to proceed. If you have the basic structural strength in your house, you can hand your wife your checkbook and she can proceed with the interior decorating. The carpets, the drapes, the pictures, the furniture, the appliances, the stereo and the TV are all added to the basic structure to make your house livable and to improve the satisfactions of the people living in the house. The ultimate goal is the satisfaction of you and your family.

Now suppose the basic structure of the house was faulty. Suppose you have a leaky roof. It would be extremely difficult to decorate your house or to achieve other comforts which contribute to pleasant living if the roof leaked. In short, it would be difficult to maintain a level of satisfaction of the people in the house if the basic structure were not there on which to build.

This is also true in a community. You must build on the basic economic structure. If it is not there, it must be acquired. That basic economic structure includes an economic base of sufficient size to provide the wants of the people. It must include export activity which gives the community its economic reason for existence (export in this sense means the shipment of goods and services outside the area). The basic structure must contain a balanced retail and service activity which satisfies the demands of people residing in the area and also provides adequate income for those providing the retail and professional services. The community must have a balanced institutional arrangement. The schools or churches and the local government must be balanced with the population and the economic base.

If you have these economic structural aspects of the community, just as with the house, you have the fundamentals on which you can proceed to develop human satisfactions. These human satisfactions include family relationships, culture, education, training, recreation, community spirit, aggressive attitudes, religious and moral climate.

I am not saying that the economic structure is more important than human satisfactions. I am merely saying that the economic structure must be there on which to build, otherwise it is difficult or impossible to achieve the human satisfactions.

Furthermore, without the economic structure--the basic framework on which to build--those working for total resource development in a community are likely to meet with frustration, confusion and defeat in a vain effort to pursue the unattainable.

It is my assignment to discuss economic development. I do this recognizing the importance of human and social development and the overall total development which must result in human satisfactions. I recognize that there are interrelationships and mutual interdependencies. The fact that I am confining my remarks to economic development does not mean that I underemphasize the importance of total development. Due to the limitation of time I must make some selection. Therefore, I will confine my remarks to the economics of community resource development.

CRITERIA FOR MEASURING ECONOMIC DEVELOPMENT

First, I will spell out some criteria for measuring economic development. Whether or not I am successful, I believe the attempt is an important one. Community resource development programs have consumed great amounts of energy and money in recent years with very little thought to direction or objectives.

Establishing criteria for the measuring of success in these programs is long overdue. Criteria must be established for all of the numerous kinds of development if consistent efforts toward common objectives are desirable. I will make an attempt to describe some criteria for measuring economic development.

It is obvious that measurement of economic development must consider the time element. This is particularly true when the cyclical effect of fluctuating aggregate demand is considered. Economic development is a long-run concept. Measurement periods, in my opinion, should cover ten or twenty-year intervals.

If resources are added and/or the productivity resources improved, there are five variables frequently observed by economists to determine whether or not development has taken place:

1. Total (aggregate) income.
2. Per unit income (per worker, per capita, per family).
3. Total employment.
4. Capital inventory (investment).
5. Income distribution.

First let us examine economic development of a nation in terms of these five criteria. If economic development had taken place, an expost observation of the criteria will show the following:

1. Total (aggregate income) up.
2. Per unit income up.
3. Total employment up.
4. Capital inventory up.
5. Income distribution improved.

It is assumed on a national basis that population, labor force and therefore employment will have a steady increase. In other words, population is assumed to have a fixed rate of increase, and the labor force and employment have a corresponding increase. Consequently, if an increase in per unit income is to occur, an increase in aggregate income is a mathematical necessity.

Capital inventory must increase (investment in future production) if economic development is to occur over a long period of time. In the short run, it could be possible to increase total income, per unit income and employment but deplete capital inventory.

Therefore, all five of the indicated criteria must show increases if economic development is to occur in a nation over an established long-run period.

This same logic is often erroneously applied to an area within the nation whether it is a small community, a county, or a multi-county area. However, the area within a nation presents a different situation, primarily because population, labor force and employment are not assumed to have a fixed rate of increase. In fact, a decrease is possible and often probable.

There are some statements we can make about a local area that will generate unanimous agreement such as:

1. If all five of these selected criteria have increased, economic development has occurred.
2. If all five of the directed criteria have decreased, economic development has not occurred.

What if some of the criteria go up and others go down? For example:

1. Aggregate income, no change.
2. Per unit income, up.
3. Population and employment, down.
4. Capital inventory, up.
5. Income distribution, improved.

This situation usually causes arguments regarding economic development. Has it occurred or not?

I offer the argument that economic development for this area has occurred. One of the first characteristics to consider when examining an area is the level of living. There is a high correlation between average family income and the family's level of living. Therefore, if funds available for investigation are limited, I would argue that you should first investigate per unit income to determine whether or not economic progress has been made.

In a highly progressive economy such as ours, economic progress comes largely through improvement in resource productivity. The improvement in resource productivity can be improved by eliminating the underemployment of resources in a given geographical area. In other words, the "fuller use of resources" is a phrase often used as the objective of rural area development.

The fuller use of resources (improved productivity of resources) in a given area can be achieved through the outmigration of excess labor. Such a process is entirely consistent with economic development and has been a prime factor in the economic progress of this nation. It should not be viewed with alarm nor should attempts be made to discourage it unless a better job opportunity is provided at home.

Therefore, I would argue that a geographic area with significant increases in per capita income, even with an employment and population loss, offers a strong indication of having enjoyed economic progress. I would feel much more confident if this second criteria, capital inventory, had also made a significant increase.

In summarizing the criteria for measuring economic development, I would use resources available for investigation in the following order:

1. Per unit income. If up, I would be optimistic about the occurrence of economic development; if down, I would be convinced that no economic progress had taken place.

2. Capital inventory. If up along with number 1, I would conclude that economic development has occurred. If down, there is danger that the area's investment and future progress might not be sufficient to maintain its income level.

3. Income distribution. It is possible for per capita income to increase by having the rich get richer and the poor get poorer. This, of course, is not the objective of economic development. If per capita income increases in general and at the same time the distribution improves, it is a most desirable sign.

4. Aggregate income. Economic development of an area could occur if aggregate income does not increase, but an increase is a strong added indication of progress.

5. Employment. Economic development can occur in areas with fewer people working if those working are more fully employed than previously. However, if employment and number 1, 2 and 3 are all up, there is strong evidence of significant economic progress.

If the above criteria are accepted, and if there is in fact a difference between the nation as a whole and its geographic subdivision, the following observations can be made:

1. It is possible for the nation as a whole to experience recession, yet an area within the nation can experience some degree of progress through the reallocation of underemployed resources to some other area. This process could improve the area in question, but add to the unemployment of some other area with little or no gain for the nation.

2. It is possible for the nation to show economic gains while some areas show a steady downward economic trend. Such a situation could develop from technological obsolescence and resource immobility within the areas. These areas are increasing their own underemployment and making less contribution to the national growth than is within their potential.

3. Area development is both more possible and more probable when rapid national growth occurs. The desired situation is one of steady national economic gains. Resources would move freely within the nation to the location of their highest valued use. Under these conditions, with adequate training and retraining, all areas within the nation could share the nation's progress. Furthermore, excess labor in some areas could hopefully find satisfactory employment in other areas. Outmigration from a given area could solve many economic problems in both the area from which it migrated and the area of new location. National growth would be facilitated.

PRINCIPLES OF ECONOMIC GROWTH

Let us examine briefly some principles of national economic growth. Consider an economy with only so many people, only so much technical knowledge, only so many factories and tools, and only so much land, water power and natural resources. Let us assume that there are to be produced only two general economic classifications--economic goods and economic services. Presumably we can choose between them, either goods or services. Suppose all of our resources are thrown into the production of economic goods. There will be a maximum amount of goods that can be produced per year. The exact amount depends upon the quantitative and qualitative resources of the economy in question and the technical efficiency with which they are used. Suppose $5 billion worth of goods is the maximum amount that can be produced with the existing technology and resources. At the other extreme imagine that 100 percent of society's resources have been devoted instead to the production of services. Only some maximum number of services could be produced. Let us assume that $5 billion worth of services could be produced if we were really willing to produce no economic goods.

These are the two extreme possibilities. In between there are still others. If we are willing to give up some goods, we can have some services. If we are willing to give up some services, we can have some goods. Fig. 1 presents a diagram called the production possibility curve, given all of the possible combinations of goods and services that could be produced if there were, in fact, a full employment economy.

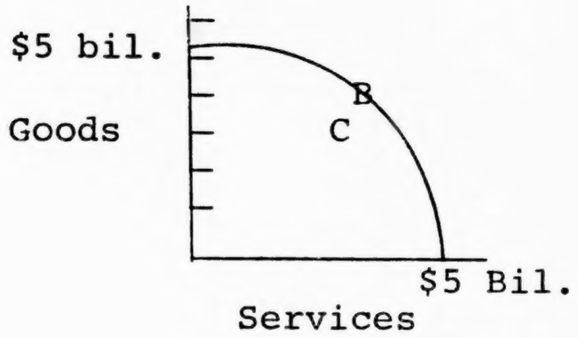

Fig. 1--The Production Possibility Curve

But what if there had been widespread unemployment of resources, idle men, idle land and idle factories. With unemployment we are not on the production possibility frontier at all but somewhere inside it, say at "C" in Fig. 1 producing only $3 billion worth of goods and $3 billion worth of services. If resources are idle, by putting them to work we can have more goods and more services. We can move up from the "C" position to the production possibility frontier or "B".

Most of the time a nation's economy is not producing up to potential. That is, we do have unemployment and underemployment of resources. Therefore, one possibility of improving national economic growth, or of increasing the Gross National Product, is to stimulate the economy by increasing the effective demand for goods and services. Effective demand for goods and services can be increased by increasing the injection--that is, by increasing the amount of government spending or by increasing private investment. An injection into the economy stimulates effective demand. The second possibility would be to reduce the leakages from the system. This means a reduction in the amount of saving or a reduction in taxes. These actions tend to stimulate effective demand for goods and services and move the position of the economy toward the production possibility frontier. These fall under the heading of "fiscal policy."

However, in this session, I am going to assume that we are pursuing rather successful fiscal policies. I want to recognize their importance, but I rule them out of the discussion because of the time limitation. Now I should like to direct your attention to the following question: If the economy is producing on the production possibility curve, how can the production possibility curve be moved outward or extended? If the economy is producing at capacity, how can this capacity to produce be improved or increased? In other words, national economic growth is concerned with two questions:

1. How do you move an economy that is not operating at capacity? What kind of policies would permit this economy to move closer to its existing capacity?

2. How can the capacity to produce goods and services be increased over time?

If you will permit a gross oversimplification, we can say that the various means and methods of increasing the capacity to produce goods and services can be placed into two categories--increasing the quantity of effective resources or improving the productivity of existing resources.

Consider the first category of increasing the quantity of effective resources. Effective resources include the following groups: (1) natural resources such as soil, iron deposits, oil deposits, uranium, etc., (2) finding, discovering or developing more natural resources increases the nation's capacity to produce, and (3) increasing the quantity or quality of human resources (the productive labor force) increases the nation's capacity to produce. Man-made resources are a group of resources generally underemphasized. This category includes the nation's assets, its wealth, its capital inventory and net worth. An increase in the capital inventory would improve the nation's capacity to produce.

The second broad category for improving the nation's growth capacity is the improvement of the productivity of existing resources. Resource productivity can be improved by technology. Without improvements in technology and increases in the effective quantity of resources, there would be a ceiling on the size of national income. This ceiling is reached when existing resources are distributed among alternative uses in the most efficient manner. National income and per capita income may be increased, however, as long as the returns to resources and some employments are out of line with what may be earned in other employments.

Shifting resources from low return employments to high return employments increases total income and per capita income. National income increases because the movement of resources to higher valued uses tends to increase the total returns.

The technological innovation has two economic consequences. The first results from a technological innovation. It is to increase the potential output of a given combination or a given group of resources. The second consequence is a little more complicated. The technological innovation seldom affects all resources in the same way. One resource is made more productive relative to another resource. As a result, returns of some employments get out of line with those in other employments, and a maladjustment is created in the use of resources. Managers of our resources then find it necessary to shift the low return resources to a higher valued use.

In summary, the use of technological innovation will increase the output of a group of resources. However, the technology also creates a maladjustment of resource use, and it becomes necessary to shift resources around if the gains from the improvements of technology are to be fully realized. Unless this is done, national income will not rise to the level permitted by resources and technology.

Illustrating the Typical Effects of Technology

Since the above discussion is somewhat abstract, let me give you an illustration. Assume this situation.

Four men (plus a group of other resources) can produce 10,000 "gizmos." (We shall also assume that 10,000 "gizmos" are all that society desires at the specified price.)

Now let us assume that a technological development is discovered in the "gizmo" industry. Technological development makes it potentially possible for a new situation to develop; i.e., two men (plus a group of other resources) can produce 10,000 "gizmos," which are all society wants.

Note again that technology permits a resource productivity increase. The increase in resource productivity is the primary means through which a progressive economy secures economic growth. Improved productivity permits the same resources to produce more than they did before.

Technological development makes national economic growth and progress possible. However, national economic growth and progress is not the immediate painless result of the new technology. The technological development creates a new productive potential, but this is not the immediate, automatic result of the introduction of the technology.

There are five possible reactions to the introduction of new technology:

Reaction 1: Technology could be ignored. As we look around the world, we can see many examples of unused technology for many various and complicated reasons. Even within the United States, we can find places where new technology is not used even though it is available. As you examine your own community, I am sure you can find many individuals who ignore some of the technological developments that have occurred within farming. Ignoring new technology is one possible reaction of some individuals. But it is probably not the reaction of the entire nation. If technology were ignored and not used, there would be no improvement in resource productivity and no contribution to national economic growth.

Reaction 2: Four men could use the new technology (with the other resources) and produce 20,000 "gizmos." We stated that 10,000 "gizmos" were all that society wanted at the certain price. Therefore, with the production of 20,000 there would be an extreme drop in price, particularly if the price elasticity was low, as it is in the production of food. The producers might even be penalized (from an income standpoint) for overproduction. In this case, we have an improvement in resource productivity and an increase in total production.

Reaction 3: Four men could use the technology (and the other resources) and produce 10,000 "gizmos," but each man would be only 50 percent employed. Here we have an example of underemployment of the labor resource. Even though the resource productivity has been increased, there has been a substantial decrease in the time that the labor resource is being used. Within an industry, this is frequently called "structural underemployment." There has been an increase in resource productivity, but no increase in total production. Underemployment has become a problem.

Reaction 4: Two men could use the new technology (and the other resources) and produce 10,000 "gizmos"; two men could leave the industry and become unemployed. In this case, we also have an improvement in resource productivity but no increase in total production. We have introduced a welfare or unemployment problem. There has been no increase (or decrease) in economic growth or progress.

Many fear that massive unemployment will be the result of automation. Others maintain that technological developments ought to be stopped because they contribute to unemployment. This is one of the possible reactions. But if we examine the amount of unemployment since World War II , we can only conclude that there has been no percentage increase in unemployment in the face of tremendous technological advance. One possible reason is that technology also creates new industries such as the plastic industry, the television industry, the chemical industry and others. While technology tends to create unemployment in some industries, it also creates new jobs in other industries.

Reaction 5: Two men can use the new technology (with the other resources) and produce 10,000 "gizmos," and two men can shift to producing other things. This is not unreasonable. It has been happening rapidly in the United States. Reaction 5 is possible because technology also creates new jobs and new industries. Frequently, however, the two men leaving the "gizmo" production line will have to be retrained before they can become proficient in a new industry. In addition, many of the new industries demand higher skills and more education than did the work in the old industries. Consequently, a greater premium is being placed each successive year on training and education of our labor force. Reaction 5 requires a greater geographic and occupation mobility. These changes are characteristic of a highly progressive society.

In viewing the above potential reactions, we can make the following observations:

(1) Reaction 5 (where workers shift to other production) is the reaction which contributes most to national economic growth. The reason is that anything that the two men produce who shift from the production of "gizmos" is a gain for the society. The two men remaining in the "gizmo" industry produce as much as all four did previously. Consequently, if the two men who leave the industry produce anything, anything at all, it results in an increase in economic growth for the nation. It should be noted here that there was an increase in productivity in the resources used in the "gizmo" industry. No underemployment problem, no unemployment problem and no increase in production of "gizmos" resulted from reaction 5. Therefore, it is reaction 5 that contributes most to national economic growth and produces the fewest economic problems for the society, although there may be some human problems and social problems introduced.

(2) Reaction 3, "creation of underemployment," is one of the first consequences of the introduction of technology. Technology frequently causes a "structural problem" within an industry. It is important to note that the underemployment problem occurs as a result of new technology. The underemployment reaction would occur regardless of the price of the product. It is a result of technological innovation.

The five reactions just described result from the introduction of new technology into any industry, including the farming industry. If we examine the farming industry in terms of these reactions, we find that people: (1) ignore technology, (2) over produce, (3) experience underemployment of the labor resource, (4) leave farming for unemployment, and (5) leave farming to enter other lines of work.

The farmer's answer to number 3, creation of underemployment, is to consolidate the neighbor's farm with his own or to somehow increase the size of his operation. The pressures toward farm consolidation would exist regardless of changes in farm prices.

The pressure for consolidation comes from the creation of underemployment through technology. There are reasons to believe that the rate of farm consolidation would speed up if farm prices were better. Frequent surveys have discovered that most farmers would like additional land. The main reason for not adding more land is insufficient capital. Therefore, if farm prices were doubled tomorrow, many farmers would find the capital restriction removed. They would be financially able to acquire the additional land that they were unable to finance previously.

THE ECONOMIC BASE OF A COMMUNITY

Every community, large or small, must have an economic reason for existence. The economic reason is found in the export economic activity of that community. Generally speaking, this economic activity can be divided into two sectors, export and domestic. The differences between these two sectors, export and domestic, stem primarily from the source of demand. The source of demand for goods and services in the export market originates from outside the defined area. On the other hand, the demand for goods and services produced for domestic activity originates primarily within the defined area.

Export markets are the prime mover of the economy and provide its economic reason for existence. If employment serving the export market rises or falls, employment serving the local market is presumed to move in the same direction.

Because of the resource shifts resulting from technology in rural America, there has been a tremendous change in the economic reason for the rural community's existence. Forces of economic growth are causing declining employment in the rural community and exploding employment in the metropolitan centers.

In the rural community, these changes have caused the economic base of many communities to become too small to be able to provide the services which its residents demand at high quality and low cost. Consequently, a series of institutional, retail and production imbalances have developed in the declining employment situation in rural communities. The opposite side of these imbalances caused by increasing employment have developed in metropolitan areas. In order to deal with the imbalances, a new concept of community is developing in rural America. This is "the larger community."

A short precise definition of a functional economic area (the larger community) does not exist because it appears on no maps. It corresponds to no survey lines, and its geographical dimensions can vary from one region to another. Furthermore, it is not always called a "functional economic area." The same area could be called a "labor market area," an "expanded rural city," a "functional sociological area," or a "multi-county community." In any case it is not only a recognition that the rural communities of the past are no longer adequate, but it is also an attempt to identify the relevant rural community to synthesize today's advanced technological accomplishments with today's rural living.

The significance of a functional economic area becomes apparent if we visualize a large city with more than 100,000 population spread over an extensive land area of several rural counties. The functional economic area has a sufficient economic base to provide commercial and institutional services of high quality and lowest cost.

The residents at the perimeter of the functional economic area have access to any or all of the commercial or institutional services within an hour's driving time.

It is also necessary that residents of the area feel that they are an integral part of the "larger community." This interaction is due to the availability of social and economic activities within the area as well as transportation and communication patterns which have developed over time.

In geographical terms, the functional economic area of rural America consists of a central city (wholesale center) of 25,000 or more population. It also includes several retail centers (county seat towns) and numerous villages and farms of approximately 10 counties. The exact geographical area will be determined by population density and transportation conditions. In general terms, one hour of driving time from the central city approaches the boundaries of a functional economic area.

The area is so constituted that social and economic gains at any point within the area will have beneficial effects upon the area as a unit. The different functional areas in a given state have many similarities such as total population, economic resources, college graduates. labor commuting patterns and available services. Given all the similarities, it is definitely possible to consider programs of one area within the capacity of other areas. The functional economic area can serve more adequately as a basic unit for social and economic planning than the presently existing rural geographical units.

It is totally unrealistic in an economic sense to expect all of our towns to share in expanding "export" employment. It is also economically unrealistic to expect our metropolitan areas to stop "exploding." Perhaps future public policy will attempt to direct some of the nation's economic expansion to rural areas. If this is done, the imbalance problem will not automatically be solved. Future planning for the "larger community" will be even more important.

OVERCOMING HUMAN RESISTANCE TO CHANGE

by
Gordon L. Lippitt*

> No great improvements in the lot of mankind are possible until a change takes place in the fundamental constitution of their modes of thought.
>
> John Stuart Mill

More man-hours and more dollars are spent on running community affairs than on any other peacetime activity in the United States. For the most part, this tremendous activity is undertaken in hamlet and metropolis alike without special training in the skills required to achieve cooperative action. The very behavior of those trying to achieve "community action" often erects an impenetrable barrier between the followers and the leaders.

The old standby, democratic self-determination, is an ideal which must be revised somewhat as communities become more and more interdependent. Some modification or alternative will take its place. This is an attempt to clarify the development and use of human resources in an era of constant, dynamic change.

First, it seems that no matter what is planned for the good of a community, the planner is faced with a chorus of differing ideas on how to achieve community action. This discord is the most frequent cause of failure in planning for action, much as Thucydides pointed out in his analysis of the defeat of the Athenians in the Peloponesian Wars, who

> . . . by quarrelling among themselves began to bring confusion into the policy of the state . . . and in the end it was only because they had destroyed themselves by their own internal strife.

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The community planner, therefore, faces utter frustration when his focus is almost wholly on his plans, but hardly at all on the people they will affect. It cannot be forgotten that the people of a community possess the capability to make plans work or defeat them. Dealing with their fears and misunderstandings, as well as their logic and common sense, involves something other than plans, blueprints and calculators.

When one observes such things as the decreasing number of communities which are adopting fluoridation, the increasing demise of school bond issues and the lack of agreement on urban renewal, it is time to be concerned about the use of human resources and about the development of motivated, involved and informed citizens.

What is a human resource upon which so much depends? It is the potential response of a person as an individual or in consort with other individuals. The basic human resource is the individual--a single, complex organism working in a variety of ways to supply his own needs. He can do this alone or in informal or formal face-to-face groups made up of other individuals working in a variety of ways to supply their needs.

A community as a whole, therefore, is also a human resource. The common commitment which is characteristic of a community is most dramatic in times of acute crisis or stress (for example, when a Mississippi River dike must be sandbagged). Most of the time, however, the individuals in a community are inclined to see less critical problems differently. This lack of uniform public understanding and evaluation leads to indifference and apathy that can be painful to those who seek action.

Even deeper frustration is experiences by those who think success in mobilizing human resources is simply a matter of education, perhaps of using persuasive stimuli reinforced by sound truck, billboard and television. They usually say, "If this community really knew, we'd get action." They are partly right in that foreknowledge about a proposed or threatened change is essential to securing community commitment. They are largely wrong because community planning does not lend itself to the same techniques of salesmanship as beer or soap.

Another outmoded theory holds that it is only necessary to get the backing of those with "status" at the top of the power structure in the community. But this, too, has changed. The long-established and wealthy family, the mayor or the owner of the local mill are no longer an adequate guarantor of community acceptance of change. New "status" persons have emerged in every American community, and the power structure has become "multi-peaked." There is still need for support from the "decision makers," but such support is much broader and more complex than it used to be.

A newly-identified but actually old-fashioned key to obtaining commitment for a new idea is the involvement of the human resources, as a community, in face-to-face situations for the purpose of self-determination. This can be productive if all sides are thoroughly informed on all the ramifications of an issue (New England town meeting, very small village). But such an application of democratic values can and often does go astray. The avenue of self-determination usually requires a unique philosophy of acceptance and flexibility on the part of social planners. It may someday lead to the understanding of a new social law: Never ask a community a question you don't want it to answer.

By far the most typical way of looking a community development is to rely upon eventual demand to bring about eventual change. In fact, this is what goes on almost everywhere, and such planning as there is, or can be, is neither integrated nor economical. It is a slow, easy process, and the separate changes are not felt strongly by the average citizen until that day of surprise when his parking space disappers, or his children are crowded out of their own school and sent across town to another, or someone in his family desperately needs a medical service that doesn't exist in that community. But up to such a moment of truth, this person would probably have resisted any plan by anybody to change his town. Why?

We know a great deal about change. Some think that like the weather, it is a subject everybody talks about, but nobody does anything about. This is not true. Many useful beginnings have been made, and various approaches to problems of social change have been suggested.

Two decades of research and experience by social scientists have provided some guidelines as to why people resist change. It is my contention that people do not resist change itself; rather, they balk at the methods used to put changes into effect.

We can no longer shrug our shoulders and say, "You can't change people." Research shows we can change people. In fact, people like change. What they resist are the methods which managers use to put changes into effect.

People fear the word "change" because they feel it upsets their way of doing things and threatens their security. This feeling is balanced by a desire for new experiences and for the benefits that come as a result of change.

To understand change, we must first examine the reasons for resistance. People resent attempts to change:

1. When the purpose is not made clear. Mystery and ambiguity cause suspense and anxiety. Fear of change can be as disrupting as change itself because it produces identical worries and unrest.

2. When they are not involved in the planning. It's human nature to support what we create. We're all ready to follow our own suggestions.

3. When an appeal is based on personal reasons.

   Change seems to be resisted all the more if it apparently is derived from a wholly personal decision (Mayor: "I think it is necessary to . . . "), rather than being demonstrated as being to the benefit of the community or proposed as a solution to a specific problem.

4. When the norms and habit patterns of the community are ignored. Likewise, the cultural aspects of every community develop customs and moral attitudes which tend to act as an anchor in resisting change, and resistance is generally greater when change is implemented by methods that ignore or duplicate the community's own resources. Resistance is a reality too big to brush under a rug.

5. When there is poor communication regarding a change. Even though a change will affect only one or two groups or organizations in a community, most of the community need to know about the change in order to feel secure and maintain community cooperation.

6. When there is fear of failure. Today people are predominantly concerned with whether they have the ability to master new skills and situations. Fear of failure is especially strong when people in a community are threatened with the fact that a new plan for integration, lighted playground or community chest campaign exceeds their ability to cope with the goals.

7. When the "cost" is too high, or the reward for making the change is seen as inadequate. For example, people without children may be reluctant to vote for a school bond issue, even though they approve of better schools, because it will raise their taxes.

8. When the present situation seems satisfactory. It's only human to take the attitude, "Don't stick your neck out," or "We never had it so good," or "Why upset the apple cart?"

Let's examine a few conditions which have been found to lessen resistance to social change.

First, a number of studies have indicated that there is less resistance when people are allowed to convince themselves that change is needed. This, of course, requires adequate communication so that no one is surprised or caught off guard and so that no one feels something has been put over on him. It also advantageously involves people in the diagnostic and creative processes because people tend to understand and support what they create. Thus, if they help make the diagnosis, they more readily accept the prognosis, which is to say that a community can seldom be treated like a doctor treats a patient--by mysterious prescription. The means of involvement are varied, but the task force, advisory council and neighborhood study group can be used successfully.

Second, change comes more easily when there is some provision for people to blow off steam generated by their resistance. Many a community planner has tried to move ahead fast so that "the opposition doesn't get a chance to organize." These famous last words indicate a lack of appreciation for the principle of "catharsis" to relieve emotion so that objective deliberation can take place.

Third, motivation affects a person's willingness to be an effective human resource--to give or not to give of himself in his community. Resistance may be reduced if these factors are taken into account seriously:

Meaningful reward. It varies with individuals. They may be concerned with self-expression, recognition, the need to feel useful and important, the desire for new knowledge, the need to meet new people or a genuine desire to meet unmet community needs.

Relationship. However small it may be, the individual must be able to relate his contribution to a total effort.

Importance. Has the contribution had any real meaning to the community, or was it a wasted effort? The "human resource" may not particularly care whether the answer to this question is happily "yes" or miserably "no," but he does want to feel that he himself is important enough to be told which it turned out to be, and he doesn't want to repeat a wasted effort. He works best in a warm but work-oriented atmosphere where his efforts are obviously needed and appreciated.

Initial success. A little succeeding goes a long way toward maintaining interest. The jobs people are given to do must be within their skills and experience because frustration at the outset is sure death to the efforts of the volunteer.

Opportunity to grow. Interest stops when stagnation is produced by doing the same thing over and over again. Continued involvement demands new challenges to learn and grow on.

Appropriate involvement in decision making. People should be allowed to take part in this process. One of the hardest jobs a professional has in a community action is to refrain from making all the decisions.

Keep people informed. When an individual contributes even a small response, he automatically develops an interest in what happens to it. He will feel more intimately involved if he shares in the knowledge of the community's problems and crises as well as its achievements.

Fourth, be certain that people know the goals or reason for the change.

The story is told of a man who successfully initiated a change in his work crew. He carefully planned how to tell them all the why's and wherefore's, and had answers to all the if's, and's and but's.

Later, as he advanced in his job, he failed miserably when he had to sell a group of his foremen on a change. Why? He felt that because of their superior intelligence, they would not need any explanation. But, the fact that a person or a group is intelligent does not necessarily mean they will better understand and accept change. Often the opposite is true because people use their extra intelligence to rationalize more reasons why a change should not be made.

Goals become confused when people are confronted with too many tirvial and unnecessary changes. People can tolerate only so much change, and if they are bombarded with irritating small changes, they will be less apt to accept major changes.

Fifth, build a trusting community climate. Mistrust arises when people have inadequate or incomplete information, when they are kept in the dark or when rumors disseminate false alarms. One major reason is that they feel helpless; they can't influence the situation.

It has been my experience that a major deterrent in the development of human resources in today's community is the considerable mistrust which exists at many levels of the social system between:

1. Elected officials and professional leaders.
2. Community government and private enterprise.
3. Local and state governments.
4. One organization and another.
5. Volunteers and staff.
6. Local organizational unit and the regional or national office.

7. Multiple office holder and the new volunteer and others.

To build a trusting climate, tell the truth. It's been proven time and again that people would rather have bad news than no news. Given the facts, they feel they can do something about a problem.

The need for understanding resistance to change is demonstrated by the research of Dr. Kurt Lewin, who identified the concept of "quasi-stationary equilibrium" in social change. In his concept of change, Lewin pointed out that change is dependent on "unfreezing" the existing set of situational forces and then changing and "refreezing" the forces at a new equilibrium level.

Applying this concept to the level of functioning within the community at any point in time is a result of the interaction of three sets of forces:

1. Forces tending to produce action in the community toward certain goals or in a certain direction.

2. Forces of a variety of kinds which tend to restrain movement toward the goals or to restrain movement in a designated direction.

3. Forces which seem to be neutral in the situation, that is, not favoring or restraining movement.

As Dr. Edward Moe has pointed out in his report of the Utah Community Development Program, much of the work done on change suggests that in any community development program, one must find ways of unfreezing the existing level of operation so movement toward certain designated change objectives is possible. Following the unfreezing, there must be the contemplated movement. This usually represents some new equilibrium in the operation of the system. Finally, there needs to be some stabilization of the new level of operation or the consciously achieved equilibrium.

In community development programs, we must necessarily be concerned with the kinds of support built into the programs which tend to prevent the system from backsliding to its old level of operation. The kind of analysis suggested here indicates that there are three major strategies for achieving change in the community. One way of achieving change or the ends of a development program is to increase the driving forces or those forces tending to work toward the change. A second strategy would be to work on the restraining forces, attempting to find ways of reducing their strength or helping them to become driving forces through some problem-solving methodology. A third strategy would emerge out of a combination of these two.

In general, if the strategy is to increase the strength of the forces moving toward change, there is a tendency to increase the tension level in the community in that the restraining forces are not reduced and may actually be stimulated under the augmented pressure toward change. A higher tension level may mean more instability and unpredictability in the community and the likelihood of irrational rather than rational responses to development programs. It is an observation of long standing that changes in a community resulting from development programs are likely to be followed by a reaction toward older patterns after the pressures toward change are relaxed. Perhaps the best way to keep this from happening is to work to change the basic elements and processes of the system.

These guidelines from behavioral science research give help to the community planner in one of his most important jobs--initiating and coping with change.

In the spirit of the words of Dr. Oppenheimer, today's community leaders should realize the following:

> In an important sense this world of ours is a new world in which the unity of knowledge, the nature of human communities, the order of society, the order of society, the order of ideas, the very notions of society and culture have changed and will not return to what they have been in the past. What is new is not new because it has never been there before, but because it has changed in quality.

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[1] Robert Oppenheimer, "Prospects in the Arts and Sciences," *Perspectives USA*, XI (Spring, 1955), pp. 10-11.

The changes facing our society, our organizations and our leadership will demand the maximum knowledge, skills and courageous attitudes by those of us who bear the responsibility of managing tomorrow's problems with the human resources available to us today.

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IMPROVING ORGANIZATIONAL EFFECTIVENESS IN COMMUNITY RESOURCE DEVELOPMENT PROGRAMS

by
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and
W. Keith Warner*

Our purpose is to discuss some of the problems involved in trying to improve the effectiveness of organizational programs aimed at community resource development. In this discussion, we will be concerned primarily with organizational goals. There are two reasons for this. First, effectiveness refers to the degree of goal attainment. Second, goals have a kind of logical priority in that our manner of dealing with them should have important consequences for the structural patterns of our groups and for the program of activities conducted by them.

When we speak of improving organizational effectiveness,we are talking about increasing the degree to which the goals of the organization are attained. More than that, in our present discussion we are talking about those organizations which have goals primarily oriented toward such things as resource development. By contrast, we are not dealing with those which have as their most important purposes such things as fellowship, recreation or the like. Of course, all organizations have a certain amount of what we call consummatory or expressive activity which is an end in itself, such as sociability, friendship or recreation.[1] And such functions are very useful. But we are concerned for the moment with those groups which

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[1] For a discussion of instrumental versus consummatory or expressive orientations to organizations, see: Arthur P. Jacoby, "Some Correlates of Instrumental and Expressive Orientations to Associational Membership," Sociological Inquiry, Vol. 35 (Spring, 1965), pp. 163-175; C. Wayne Gordon and Nicholas Babshuk, "A Typology of Voluntary Associations," American Sociological Review, Vo. 24 (February, 1959), pp. 22-29; and W. Keith Warner and Sidney J. Miller, "Organizational Problems in Two Types of Voluntary Associations," American Journal of Sociology, Vol. 69 (May, 1964), pp. 654-657.

claim their primary objectives to be the accomplishment of such tasks as those involved in resource development.

It is relatively easy to establish organizations. It is obviously much more difficult to create and maintain organizations which accomplish the desired objectives. Before turning directly to the problems of effectiveness, we need to describe a few basic features of the kind of social machine we call an organization.

SOME BASIC FEATURES OF ORGANIZATIONS

Many groups, especially voluntary associations, seem to go through a kind of "life cycle."[2] Before the group is formed there is a period of "stimulation" when the needs are felt, the problems are identified and solutions are imagined. Interest runs high as more people become convinced that something should be done and that a new organization could do it.

When the interest and talk begin to crystallize into the formation of goals and the establishment of such things as officer and membership roles and perhaps a constitution, the group has entered the "rise" stage.

The third stage in the developmental processes of such organizations is called the "carrying on" period. The early enthusiasm has now subsided, and it has probably become apparent that considerably less goal attainment is occurring than had been expected. Cliques begin to form, and the "traditions" become established. It becomes increasingly harder to obtain membership support and participation.

Out of this stage there emerge two alternatives--institutionalization or decline followed by either demise or regeneration. If the organization survives over a relatively long period of time, it tends to become institutionalized or to take on a life of its own, a value in its own right. No longer is it merely a tool by which a number of individuals seek to accomplish certain objectives. Now it is important to maintain for its own sake.

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[2] J. H. Kolb and A. F. Wileden, Special Interest Groups in Rural Society (Madison: University of Wisconsin Agricultural Experiment Station Research Bulletin 84, December, 1927), pp. 74-79; and John E. Tsouderos, "Organizational Change in Terms of a Series of Selected Variables," American Sociological Review, Vol. 20 (April, 1955), pp. 206-210.

At this point it is important to consider the logic of what is supposed to have happened, in other words, the logic of organization. Presumably, one or more needs have been recognized. The objectives of the organization are to satisfy these needs. The objectives require the collective or cooperative action of at least several individuals. Therefore, a pattern of cooperation and coordination is formed to insure that the activities are conducted which are necessary to reach the goals. This pattern is what is meant by the structure of the organization.

The logic of organization can be visualized by means of a simple model. In this model we see an aggregate of people who maintain and operate an organization as an instrument or means for attaining certain ends or goals.[3]

In a mutual benefit association, the benefits deriving from the attainment of these ends are supposed to return primarily to the members. In a service or philanthropic organization, the benefits are supposed to go primarily to nonmembers, although a certain amount usually has to go also to the members in order to motivate their participation and support.[4] In both cases, a portion of the group's resources is used up in the maintenance and operation of the organization.

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[3] This is a simple kind of "rational" model. For a contrast between rational models and natural system models in organizational analysis, see: Alvin W. Gouldner, "Organizational Analysis," in Robert K. Merton, Leonard Broom, and Leonard S. Cottrell, Jr. (eds.), Sociology Today: Problems and Prospects (New York: Basic Books, Inc., 1959), Ch. 18.

[4] Blau and Scott present a typology of organizations based upon "who benefits." See: Peter M. Blau and W. Richard Scott, Formal Organizations: A Comparative Approach (San Francisco: Chandler Publishing Company, 1962), pp. 42-57. We are using the term "service" here in a different sense, more like "philanthropic."

Organizational effectiveness in this context refers to the extent that the goals are attained or transformed into benefits and made available to the intended beneficiaries.

The logic of evaluating organizational success or the degree of effectiveness includes the general steps of determining what the goals are and determining where the organization stands in relation to those goals at two or more points in time. The degree to which the organization stands closer to the goals at the second point in time than at the first constitutes the degree of effectiveness.

Commonly used criteria and procedures of evaluating effectiveness do not follow this logic. Instead, organizations are usually judged on the basis of such things as indicators of organizational and program growth and maintenance. Examples include the number of persons attending meetings or recruited into the organization, the number of projects carried out, growth in size, wealth or power of the group and the amount of work done.[5]

Another set of criteria which is commonly used includes presumed causes.[6] This category overlaps at least partially with the preceding one, but refers to such things as facilities, practices and qualities assumed to cause effectiveness. For example, good leadership is presumed to cause effectiveness. Therefore, an increase in the number of personnel attending a two-day leadership conference might be considered an indicator of how effective a group is. Or, the use of visual aids is presumed to enhance learning. Therefore, the greater the number of visual aids used, the more effective we might presume the learning group to be.

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[5] W. Keith Warner, "Problems of Participation," Journal of Cooperative Extension, Vol. 3 (Winter, 1965), pp. 221-223.

[6] See Chester W. Harris, "The Appraisal of a School--Problems for Study," Journal of Educational Research, Vol. 41 (November, 1947), pp. 175-180.

For some crucial reasons, neither the indicators of organizational growth and maintenance nor the presumed causes can be adequate measures of organizational effectiveness.[7] Only the final result, only the degree of goal attainment, is sufficient. But the use of these measures (results or goal attainment) for assessing effectiveness is relatively rare.

IMPROVING EFFECTIVENESS: PROBLEMS AND SUGGESTIONS

In order to improve effectiveness, we must first understand some of the key problems. Appropriate responses to these problems can then lead to improvements in the degree of effectiveness in the organizational programs.[8]

The Problem of Vague Goals

A characteristic problem of organizations concerned with some of the larger issues in society, such as those of concern to community resource development organizations, is the vagueness of their goals. When objectives give inadequate guidance regarding what would constitute accomplishment, programs of activity will result in effectiveness only by accident.

The obvious solution is to create goals which are more specific in what they call for. But how to do this is neither obvious nor easy. The general method is to create means-ends chains or pyramids.[9] This is done when the abstract goals are spelled out into successively more concrete steps until all the actions necessary for attainment are described with sufficient detail so that the members can adequately understand what is required of them. The chain or pyramid is complete if the total of the concrete actions adds up to the accomplishment of the general objectives. To simply create immediate objectives is not sufficient. Obviously, some immediate objectives may lead to given abstract goals, and some may not.

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[7] Ibid.

[8] Parts of the theoretical aspects of the following discussion on organizational goals and effectiveness are based upon W. Keith Warner and A. Eugene Havens, "Goal Displacement and the Intangibility of Organizational Goals," a paper prepared for presentation at the annual meetings of the American Sociological Association, Miami Beach, Florida, August 29-September 1, 1966; and W. Keith Warner, "Problems in Evaluating the Goal Attainment of Voluntary Associations," unpublished manuscript.

Vague Goals in Resource Development

One of the real dangers in the organizational structure of resource development in many states is that of "vague goals." For example the Wisconsin pamphlet entitled, "Total Resource Development in Wisconsin, A Citizens' Guide to Plans and Action," states:[10]

> Total resource development involves the organization of local citizens from throughout the county into groups which will: (1) survey and study all the resources of the county--human, natural and man-made; (2) develop sound recommendations for improving or developing various resources, and (3) secure or initiate action to carry out recommendations.

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[9] Discussions of means-ends chains can be seen in James G. March and Herbert A. Simon, Organizations (New York: John Wiley and Sons, Inc., 1958), pp.31-32, 190-197; and Rainer Schickele, Agricultural Policy: Farm Programs and National Welfare (Lincoln: University of Nebraska Press, Bison Book, 1954), Chs. 3-5.

[10] Gale L. VandeBerg, Total Resource Development in Wisconsin, A Citizens' Guide to Plans and Action (University of Wisconsin Extension Service, Madison, Wisconsin, October, 1963).

Six goals or objectives are also stated, and although more specific than the preceding statement, these goals are very general in nature:[11]

1. Adjustments in farming and marketing with increased net income per farm.

2. Enlarged, improved and new commercial enterprises suitable to the area--more nonfarm jobs.

3. Training and retraining to enhance abilities, to secure types of jobs available or upgrade present jobs--more effective use of human talents, labor market information, counseling and testing.

4. Improved community facilities and institutions.

5. Social and cultural improvements--human welfare and community elements relating thereto.

6. Preservation and development of natural resources.

The goals of resource development in this pamphlet are stated in very general terms, some more so than others. But this is, in part, a matter of necessity. State administrators and other organizational leaders cannot be entirely specific when stating goals or objectives which are to apply to every county and every situation in the state. The six statements above should be thought of as "legitimizing goals," that is, purposes which legitimize or justify the establishment of the organizational structure of resource development.

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[11] Ibid.

Obviously, the more specific goals of resource development emerge after the organizational structure is established. Specific objectives and methods are to be determined by the citizens' study groups or subcommittees, which operate at the bottom of the structure. Thus, the organizational structure is created and the positions are filled before the specific goals of resource development are known. At best, a number of procedural methods or sub-goals can be outlined:

1. A Technical Action Panel (TAP) Committee will be established, using recommended procedures.
2. A County Council or Steering Committee will be established, using recommended procedures.
3. General study areas will be determined, using recommended procedures.
4. Study groups or subcommittees will be established.
5. Subcommittees will study specific problem areas, determine resources and opportunities, consider alternative action programs, make recommendations, etc.
6. County council will consider all subcommittee reports and prepare a report to be published by the county board.

It is obvious that due to lack of time many of the procedures have been omitted from this list. Also, it is clear that these procedural goals are still somewhat general in nature, and that more detail could be added.[12] The experience in Wisconsin has been that some resource development agents and other agents having responsibilities in this area require much more specificity and elaboration than others. Not only are training sessions required on a district and county staff basis, but in addition, supervisors often have found it necessary in some cases to literally "lead agents by the hand" as they progress in resource development.

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[12] Ibid., VandeBerg's publication contains 17 fairly specific steps which should be taken to assure effectiveness in resource development planning.

This leads to an organizational dilemma. Should the organization (Extension) permit as much flexibility as possible by simply communicating the principles of resource development to its agents and suggesting general guidelines for action? Or should Extension be as specific and absolute as possible, listing in detail all things that agents must do to assure success of the program? The latter alternative is time-consuming, expensive, and in some counties, perhaps too rigid to permit necessary adaptations at the local level.

At the committee level in Wisconsin, we have found it profitable to train committee and subcommittee chairmen before they meet with their respective committees. These chairmen are trained to have a thorough understanding of what their committees are to do, responsibilities of the chairmen and resource people and how to solve or avoid some common organizational problems.[13]

To illustrate the lack of training in the early days of resource development, staff members of the Department of Agricultural and Extension Education at the University of Wisconsin taped a number of sessions held by various subcommittees in several counties. We recall one example where a lady committee member stated during the fifth meeting of her committee, "This may sound like a foolish question, but I just don't understand what it is we are supposed to be doing. Can anyone tell me?" After listening to the vague and general purposes of this committee as stated by both an Extension agent and the committee chairman and after listening to the committee flounder through four previous meetings, it was not difficult to understand the mental confusion exhibited by the lady. At the very least, every committee member should understand that the final specific objective of his committee is a written report which contains suggestions of things to be done in the county in a certain subject-matter area, and who should do them.

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[13] See: D. E. Johnson and P. G. Boyle, Planning for Total Resource Development, Guidelines for Committee Work, and Frequent Problems in Committees. Resource Development Unit Committee Aids, (Madison: University of Wisconsin; mimeographed). A second useful publication is that by Sheldon G. Lowry, Committees: A Key to Group Leadership, North Central Regional Extension Publication No. 18, NCRS-5 Leadership Series No. 1 (East Lansing: Michigan State University, May, 1965).

The Problem of Remote Goals

The remoteness of goals constitutes a second problem. Interest and enthusiasm suffer when the objectives are so far distant that the connection between them and the present activities of the group is not clear.

Effective operation, then, calls for a means-ends bridge not only from abstraction to concrete action, but also from remoteness to immediacy. Leaders should be able to show convincingly how and to what degree present actions are building toward ultimate accomplishment. Further, there must be interim inducements capable of sustaining membership participation. For example, until a farm organization can deliver solutions to farmers' economic problems, they must provide other benefits such as fellowship and sociability, insurance advantages or purchasing and marketing advantages.

Remote Goals in Resource Development

Most of the ultimate goals in resource development are remote rather than immediate. For example, a study committee may discover that the average milk production per cow in the county is below that of the state. It may decide that better feeding, breeding and other management practices could improve the level of milk production, and it may recommend certain educational and action programs to be carried out by certain agencies. Or a second committee may recommend that tourist trade be increased by taking certain steps to improve both the quantity and quality of tourist facilities and attractions. Such goals would require several years to achieve, and it is not possible to immediately make a conclusive evaluation of the effectiveness of resource development planning in these areas. Committee members and other relevant groups in the county must understand the long-range and remote nature of resource development in order to plan goals that will avoid disillusionment and disengagement. In the Wisconsi pamphlet, it is suggested that Extension and TAP should periodically review and evaluate progress, perhaps semiannually, and that the county board should be appraised annually of progress in carrying out recommendations. This is absolutely necessary because of the remoteness of the goals of resource development.

Individual committee members must understand that few benefits of a personal nature will accrue to them in the short run. The primary immediate benefits to the individual are likely to be the prestige of being asked to serve on a committee and the personal satisfaction of knowing that he is influencing the course of events in the county in the long run.

Also, study committees should consider a time schedule for the implementation of their recommendations. Plans which appear to request public bodies such as county boards to spend large sums of money immediately are not as likely to be favorably received as are plans which schedule such expenditures over a period of time.

Of course, the immediate goal of any study committee is to produce a written plan. In order to assure this, a definite schedule of meetings should be established, and committee members must understand when their work is to be completed. Committee attendance and enthusiasm will decrease if deliberations stretch out over a long time on an irregular basis.

The Problem of Unrealistic Goals

Related to both vague and remote goals is the problem of unrealistic goals. It is common for organizations to profess objectives which are far beyond their capacity--which are "pie in the sky" so to speak. When the results do not correspond even approximately with the expectations, the participants can become disillusioned. They despair of the likelihood that the organization will deliver its promises.

It seems likely that a more prudent course for organizations would be to adopt more modest and realistic objectives. Then, success experiences would be more available as a means for motivating the continued participation and support of members.[14]

What is realistic? That depends upon the resources of the group. If the group is already in operation, its past performance is a beginning point for estimating what is realistic. If greater capacity is claimed than would be indicated by past performance, the means-ends pyramid along with an inventory of needed resources for the goals provide the basis for determining what the organization might reasonably be expected to accomplish.

Unrealistic Goals in Resource Development

Is total resource development planning a realistic organizational goal? Resource development is something new in the sense of being a more comprehensive, educational approach by the Extension Service. Many agents, and even specialists at the state level, do not accept it as a realistic approach. Others view it as a cure-all for every social, economic or other ill of a county. Probably a middle ground exists. It is realistic to expect that a citizens' committee cannot possibly become aware of all resources, internal and external to a county, which pertain to a particular problem area. It is realistic to assume that no county can possibly be the complete master of its own destiny. But on the other hand, few could argue that most communities and counties should not be taking a more rational approach to planning and action than has been exhibited previously.

It is clear that in the initial phases of resource development, steps must be taken to assure a realistic attitude on the part of those involved (state personnel, local agents, other USDA agency personnel, local leaders and citizens, county boards and study committees). The initial understanding must come from the administrative staff with assistance from key specialists and supervisors.

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[14] See Caroline F. Ware, "Community Development in Urban Areas: Initial Experience in Bogota, Columbia," Community Development Review, Vol. 7 (June, 1962), pp. 50-51.

In some cases, this understanding has been lacking, and this has inhibited the effectiveness of resource development.

At the county level, the realistic nature of goals is also very crucial. If certain key people expect too much, disillusionment will result. If they expect nothing, this becomes a self-fulfilling prophecy. In the training of committee chairmen, it is important to emphasize the necessity of realistic committee recommendations. Chairmen must understand the nature of why each committee must be staffed with an advisory or resource person who recognizes the difference between a local or county problem and a problem which is beyond the capacity and resources of a local group.

Certain recommendations which appear realistic to a study committee may seem unrealistic to a county organization or agency. Therefore, each committee must be instructed to carefully justify its recommendations, not only in terms of need, but also in terms of what can be accomplished reasonably by designated groups in the county.

In establishing the committee structure for resource development planning, extreme care must be taken in the selection of committee areas and functions. First, the number of committees which are established depends upon the types of needs, problems and resources of a county as determined by local people and by professional people who work in the county. Second, the number of committees depends upon the time, energy and other resources available. In other words, the amount of work assigned to a committee must be realistic.

The Problem of Multiple Goals

A fourth problem is multiple goals. We are speaking now of several more or less "ultimate" purposes and not the numerous goals generated in a means-ends chain or pyramid. Multiple goals lead in different directions at once and strain the limitations of available resources. They also set up competition for the resources available.

Effective operation calls for a priority system of indicating the relative amount of resources to be allocated for each goal. There is no mechanical or automatic way for deciding such a priority because it must come from the purposes and values of the group. Deciding upon the priority of goals in the organization is further complicated by the competition for group resources between individuals and groups and by diverse value standards held by the different people.

Multiple Goals in Resource Development

Resource development in Wisconsin has six general goals, as stated previously. Should every county in the state place equal emphasis upon each of the six study areas? Usually this is not the case. A good agricultural county in southern Wisconsin is likely to place high priority in the area of farming and marketing. A northern Wisconsin county emphasizes the preservation and development of natural resources to enhance touristry. An urban county may stress commercial enterprises and community facilities and services. The County Resource Development Council and the TAP Committee must take time in the early stages of resource development to identify the areas where study and planning will do the most good. This is a difficult task if for no other reason than local people are likely to think in terms of what has been traditional. If the agriculture of a county is hurting, then perhaps less emphasis should be placed upon the study of agricultural problems and more upon development of a diversified economy. Also, counties vary with respect to the expertise which is available to help the study committees. A county such as Dane County in Wisconsin in which the University of Wisconsin is located had no difficulty in finding resource people to assist in every conceivable area of study. Such expertise is lacking in more rural and isolated counties.

After the study committees have submitted their findings, the county council again has an important task in deciding priorities. No county has the resources to do immediately all things requested or suggested by dozens of study committees. A priority must be established. Also, an agency such as the Extension Service or Soil Conservation Service (SCS) may be requested by the various study committees to provide a variety of programs or services. These organizations are then faced with the task of setting priorities. It is impossible to be all things to all people at a given time.

The Problem of Goal Diversion

A fifth problem is goal diversion. The organization shifts its focus from the avowed goals to substitutes. This results from two quite different conditions. One is the existence of "blocks" in the environment.[15] The group may seek objectives which are unpopular in the community, or they may use tactics which are unacceptable with the result that public pressures may lead the group to seek more acceptable and possible objectives.

The other condition leading to goal diversion is the opportunism of the organizational leadership. When the leaders "jump on the bandwagon" and take up each new cause as it gains popularity, and when they jump from one nice project to another in search of group prestige or membership support, they run substantial risks of failing to attain their avowed goals.

Both of these forms of goal diversion call for a reassessment of the professed objectives and of the appropriate means-ends strategies for achieving them. The environmental blocks might be moved by a better organizational design, more membership motivation, better tactics in the community and more resources.

Opportunism is in some ways a more difficult problem to deal with. While environmental blocks can sometimes rally greater membership support, opportunism can sometimes lead to membership apathy because it may lead to benefits. It is harder to criticize benefits and thereby to rally members around the need for a reorientation of the organizational program back toward the professed goals. Nonetheless, effective group operation requires planning and decisions regarding what the most important goals are. Where environmental blocks may call for new resources, methods or new goals, opportunism calls for a reaffirmation of the central objectives.

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[15] Blau and Scott, op. cit., p. 231; and David L. Sills, The Volunteers: Means and Ends in a National Organization, (Glencoe, Illinois: The Free Press, 1957), pp. 256-264.

Goal Diversion in Resource Development

The primary blocks to resource development planning seem to occur at the County Extension staff level and at the citizen level. The county staff blocks are internal rather than environmental in nature and can be remedied by appropriate sanctions (rewards and punishments) which are applied by supervisors and administrators in the organization. Environmental blocks are more difficult to handle. The source of the block can be varied, e.g., other USDA agencies will not cooperate, the county board will not sanction the effort or certain key leaders in the county are not informed and resent being by-passed.

It seems imperative that much groundwork be laid before resource development is attempted. Approval by local political bodies is extremely important. Cooperating USDA agencies must understand and approve the effort. Key community and county leaders must be located and informed, and at least some of them must publicly approve resource development and perhaps provide legitimation by serving on the county council.[16]

At the committee level, it is important that key persons in each of the study areas are represented on the committees. A committee on dairy marketing will have little success with its suggestions if influential dairy farmers in the county are not represented. A procedure which is recommended in Wisconsin involves the principle of cooperation. That is, the danger of environmental blocks can be reduced if influential persons are asked to serve on committees. This is accomplished by having the county board officially appoint such persons to the committees at the suggestion of the county council.

Goal diversion because of opportunism appears to occur primarily with respect to the study committees. Occasionally a committee will become so enthusiastic about a recommendation it intends to make, that it will decide to become an action committee. We are reminded of an example of a study committee on "problems of the aged" in one Wisconsin county. The committee decided to implement one of its recommendations and to immediately publicize its efforts in the local mass media. Thus, the committee was diverted and never completed its study of other problems encountered by aged people in that particular county. Again, the proper training of committee chairmen and the use of a resource person might have prevented goal diversion from occurring.

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[16] A method of locating individuals in local community power structures is outlined in: Ronald C. Powers, Identifying the Community Power Structure. North Central Regional Extension Publication No. 19, NCRS-5 Leadership Series No. 2, (Ames: Iowa, November, 1965).

The Problem of Goal Displacement

A sixth problem is goal displacement. Where environmental blocks or opportunism lead to goal diversion, institutionalization leads to what we will call goal displacement. The organization becomes valued as important in its own right and is no longer considered merely a tool or instrument to accomplish a purpose.[17] People in the organization become more concerned with continuing the established programs, with promoting growth in the organization and its programs and so on.

Again, part of the solution is a re-examination of the avowed goals and their importance. Another part is to alter the system of evaluation and sanctions to support goal attainment more than goal displacement.

Goal Displacement in Resource Development

Goal displacement does not appear to pose a serious problem to resource development in most Wisconsin counties at the present time if for no other reason than that one important prerequisite for goal displacement is a fair amount of success (although this need not be success in attaining the professed goals). Goal displacement usually occurs when members wish to preserve an organization because it has served them well in the past.

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[17] Philip Selznick, Leadership in Administration: A Sociological Interpretation. (Evanston, Illinois: Row, Peterson and Company, 1957), pp. 16-22.

Because the purposes of the subcommittees are study and planning, it is important that these committees are not rigidly established with a constitution and a set of bylaws. When the committee's work is done, most of them should disband. In some cases, perhaps some of the committees may become action committees. For example, in Dane County, Wisconsin, after finding that 60 percent of the area of the county was not serviced by a public library and after recommending a solution to this situation, the study committee became an action committee and carried out its own recommendation. The result of the committee's activities is that all of Dane County is now under a county library system. The committee has since disbanded. It is desirable not only to keep the functions of planning and action separate, but in addition, the committees should not be retained any longer than necessary. This will make it easier in the future to re-establish a resource development structure and to introduce new and different types of study committees without antagonizing old committees which have outlived their usefulness.

Organizational Exploitation

Organizational exploitation is a seventh problem. A relatively small clique of people obtains control over resources and benefits thus exploiting the organization to its advantage. This is a case of certain individuals pursuing their own private goals at the expense of the organization's goals. Described in another way, this is a problem of the distribution of the benefits.

Perhaps even more frequent than exploitation by small cliques, however, is exploitation by the majority of "typical" members. In a great many voluntary associations, the leaders are not conspiratorial oligarchs who exploit the total membership. Instead, the members "let George do it" and get sufficient benefits anyway. They can get what they want without participation and therefore leave the work of the group to the relatively small core of faithful participants. When this happens, the so-called oligarchs turn out to be philanthropists.[18]

In mutual benefit associations, especially, the solution to exploitation lies in establishing an equitable benefit-contribution relationship. Obtaining the benefits should be made contingent upon contributing to the progress of the group in creating those benefits.

Organizational Exploitation in Resource Development

Organizational exploitation is a danger which is inherent in resource development. Again, an organizational dilemma exists. That is, if the power structures of communities and counties are not used to staff important positions in the resource development organization, the entire effort will not be legitimized and will not be successful. The power structure can serve as an environmental block in the implementation of programs. On the other hand, if the existing power structure is utilized, a danger exists that resource development can be used to further the ends of a few people in the local area. That is, all of the benefits can accrue to small cliques.

Clearly, resource development cannot proceed without involving the power structure. Therefore, one is forced to assume the latter risk, and it is necessary to cultivate a philanthropic attitude among the participants in resource development planning before they begin the actual work involved. This attitude can be developed by means of intensive personal contact of Extension agents with local people involved in resource development and by careful training of committee chairmen.

A second method of preventing exploitation is to assure equal representation on committees of powerful and competing interests in the county. And it is necessary to implant the idea that such individuals are representing the county as a whole, not narrow and special interests. We have found it desirable to instruct committee chairmen in their training on methods of handling problems of this type.

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[18] W. Keith Warner, The Benefit-Participation Relationship in Voluntary Organizations. (Madison: University of Wisconsin, Department of Rural Sociology, August, 1964), pp. 11-12; and Mancur Olson, Jr., The Logic of Collective Action: Public Goods and the Theory of Groups. (Cambridge, Massachusetts: Harvard University Press, 1965).

The Problem of Resource Competition

Finally, let us note the problem of resource competition. Voluntary organizations encounter strong competition. In our society, occupation and family usually take precedence. Participation in voluntary groups comes in the time that is left over. It is a leisure time pursuit and as such must compete with recreation, entertainment, other voluntary special interest groups and the multitude of other activities of interest to the organizational participant--all in addition to the time and effort he must spend on his job and with his family.[19]

As a competitor for voluntary support under the conditions just described, the group needs to have goals and provide benefits whose importance will rank high in the value hierarchy of the individuals. Further, the group must be at least somewhat efficient; the cost incurred by the group must be less than the value of the benefits if the group is to avoid severe problems.

Resource Competition in Resource Development

Resource competition operates at several levels in the resource development process. At the state level, administrators have found it necessary to employ additional personnel to implement the program because it does not always compete favorably with the traditional activities of supervisors, specialists and county agents.

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[19] Bernard Barber, "Participation and Mass Apathy in Association," in Alvin W. Gouldner (ed.), Studies in Leadership: Leadership and Democratic Action. (New York: Harper and Brothers, 1950), pp. 486-487.

At the county level, cooperating agencies and organizations that serve on the TAP Committee must be convinced of the worth of resource development if they are to commit time, energy and other resources to the effort. In many counties, these agencies literally give Extension a "blank check" to proceed after agreeing to cooperate in the program. Some agents have been hesitant about proceeding because they do not want to give the appearance of "running the whole show." Yet, these agents must understand that due to other commitments, some agencies cannot participate fully, and that all that is necessary is for Extension to keep the other agencies informed of progress and to ask them for advice or to sanction certain key decisions.

At the working committee level, which is primarily staffed by lay persons, the participants must be convinced of the importance of resource development if they are to permit it to compete with their other obligations to work, family and other leisure time activities. The most successful resource development agents have found that much "leg work" or personal contact with prospective committee members is necessary to provide the necessary understanding, commitment and motivation. In many cases, the necessary motivation has been provided by having the chairman of the county board or the chairman of the agricultural committee notify each individual of his appointment to a committee by means of a formal letter.

SUMMARY

Our purpose has been to discuss some of the problems involved in trying to improve the effectiveness of organizational programs of activity and to suggest some general solutions to these problems. By organizational effectiveness we have meant chiefly the degree of attainment of avowed goals.

We began by considering a few basic features of organizations--their life cycles, a simple means-ends model of groups and some of the criteria involved in evaluating effectiveness. We claim that the commonly used criteria are inadequate. The adequate criteria are rarely used.

We briefly called attention to eight problems which hinder efforts at improving organizational effectiveness and made some general suggestions regarding the direction in which some solutions to these problems likely can be found. The problems were: (1) vague goals; (2) remote goals; (3) unrealistic goals; (4) multiple goals; (5) goal diversion; (6) goal displacement; (7) organizational exploitation, and (8) resource competition.

If our ideas on this subject are generally sound, it would be exciting to see some organization like the Cooperative Extension Service experiment with these principles under appropriate conditions to see what new dimensions of effective operation might result.

On the other hand, it is fascinating to consider the various reasons why so many organizations do so little toward solving these problems which stand in the way of attaining their goals.

If goals such as those concerned with resource development are to be reached, highly complex social machines called organizations have to be built and maintained. But it is simply not true that effective organizations of this kind can be built without careful design and construction. The understanding of human behavior is exceedingly complicated; the coordinating of that behavior in effective organizations is also complicated. Certain principles and generalizations have been developed to help comprehend what it takes to make organizations work effectively. We should hardly be surprised if our failure to act upon these principles and generalizations leads to problems in organizational effectiveness.

ACCEPTING THE EXTENSION CHALLENGE FOR INCREASED COMMUNITY RESOURCE DEVELOPMENT*

by
C. B. Ratchford**

The one absolute essential to Extension doing more in community resource development is a firm commitment to the work by university administration, Extension administration and the Extension staff. Because of decentralized decision making in Cooperative Extension, the commitment can only be made state by state and institution by institution. Since I can not influence the making of this commitment in any state except my own, most of my remarks are directed to how Extension can increase its effectiveness in community resource development. As part of the introduction I give my reasons for thinking Extension should do much more in community resource development and a few evidences that it is a proper field of endeavor for University Extension enterprises.

The main reasons Extension should increase its efforts in this field are: (1) the increasing importance of the community and community action in society, (2) the clear evidence that the efficiency of communities can be increased through educational programs, and (3) the inadequate efforts by Extension in this field. These are discussed briefly in the following paragraphs.

A moment's reflection indicates clearly the increasing importance of the community. A century ago the American community in most parts of the country was a place where the people met, traded and socialized. The only community service was law enforcement. As the decades rolled by, communities began providing education, transportation and health services. Many types of protective services were added; building codes were passed and enforced; and welfare and recreation became major community services. One of the major new activities since World War II is promoting and partially financing economic development. Quite recently, communities have begun providing a host of services relating to human rights, special educational activities and the elimination of poverty. Many of the things that all American citizens consider important are related directly to community decisions and community action.

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*In this paper community resource development and community development are synonymous and the terms are used interchangeably. The author considers a community as a resource and is comparable to the traditional factors such as land and labor. All remarks relating to Extension's role in community development do not refer to major (over 150,000 people) metropolitan areas. The author feels that a different approach must be used in such places. Since participants in this conference are concerned primarily with non-metropolitan areas, the role in metropolitan areas will not be discussed.

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The most recent developments grew out of what is being called "creative federalism." Under this concept, instead of making programs directly available somewhat uniformly throughout the country (which was the case in Public Welfare and many of the agricultural programs), the federal government makes funds available, but some group at the state or community level must organize and take some initiative before the federal aid can be used. This is spawning a host of new community planning and action organizations which will have a hand in spending and administering "bucketfuls of money." While almost all citizens involved in community action have extremely good intentions, many, particularly in the smaller communities, are ill prepared to take on the assignments which they have accepted.

There are many examples that can be cited to illustrate how Extension educational assistance has increased the amount and efficiency of community action. Such illustrations are unnecessary, however, as simple logic makes the point. Communities, like individuals, farms, business firms and families, are faced with considering new technology and its impact on the community. Community groups also have to make decisions. Understanding technology and the economic and social implications of the technology and going through a rational decision-making process are just as important to successful community action as they are to the farm, household or business firm. Community decisions are just as susceptible to being influenced favorably through education as are the decisions of the individual or firm.

I think you will find no Extension administrator who will say that adequate attention has been given to community resource development. There are many reasons which are quite valid for this situation. More will be said about this later.

The question is still raised by some people outside Extension as to whether community resource development is a proper field of endeavor for University Extension enterprises. There are at least three reasons why it is beyond question a most legitimate field.

First is federal legislation. It is quite clear that the Smith-Lever Act, as passed in 1914, intended for Extension workers to be involved in everything that affected farmers and rural people. If this appears too remote, amendments made during the Fifties and federal funds earmarked for this work have left no doubt that not only is it legitimate, but it is indeed deserving of special attention. The recently enacted Title I of the Higher Education Act of 1965 clearly indicates that the bulk of the funds are to assist in solving community problems through education of a continuing or Extension nature. Section VIII of the Housing and Home Finance Agency (HHFA) Act, which also provides funds for Extension type education, limits itself to community development.

Second, one of the basic missions of every Land-Grant college is to help develop all of the resources in the state. It is evident that communities are a major resource in the state, and their development requires the same attention as physical, economic and human resources.

Third, University Extension enterprises have a strong tradition of work in community resource development. Cooperative Extension has prided itself on helping people solve their major problems, and this has led the Service into assisting people with many community resource development projects. A few which are notable because of their extensiveness are Rural Electric Associations (REA), farm supply and marketing cooperatives, drainage and flood control districts, voluntary fire departments and more recently county zoning and resource conservation and developing projects. General Extension also has a strong tradition of community development with one of the sections of National University Extension Association (NUEA) being community development.

ROLE OF EXTENSION IN COMMUNITY RESOURCE DEVELOPMENT

The role of Extension in community resource development is to provide educational experiences which will help the community achieve its goals with maximum efficiency and provide the nation with strong, viable local communities and institutions. This is obviously a paraphrasing of the long-stated objective in agriculture of helping the farmers achieve their goals and providing an adequate supply of food for the nation. I think the goals are just that comparable.

Since the job is education and only people can be educated, the educational objectives for communities are achieved by educating the people of the community, particularly those in a leadership role. This is as good a place as any to add a caution. It is just as easy to become involved in service work with communities as it is in agricultural production work. The communities are quite willing for Extension personnel to keep the minutes, write the letters, make the trips, complete the government forms and in some cases, make the decisions. It is quite important that Extension workers recognize that their role is to help the community leaders face up to the decisions, make the decisions and take the action. This is the only route that will lead to achievement of the goal of more viable and efficient communities.

While the specific educational activities should vary from community to community, just as agricultural educational activities vary from location to location and farmer to farmer, there are several broad areas which need attention in almost all communities and where limited educational assistance will provide big dividends.

Creating or Modifying Community Organizations

All communities have from several to many organizations. Some of these are official in the sense that they are elected or appointed to carry out certain functions. City councils, boards of county commissioners, school boards, officially incorporated industrial development corporations and Office of Economic Opportunity (OEO) Boards fall in this category. There are many others, such as National Association for the Advancement of Colored People (NAACP), ministerial alliances and other types of citizens' councils, which are not responsible for an "official" program, but all very active in community affairs. Another category which falls somewhat in between are the many advisory boards which are appointed or created by some official agency to assist either in advising the agency or organization or to carry out certain delegated functions. Still another type is the coordinative organization, such as the United States Department of Agriculture (USDA) Council, Council of Federal Agencies (CFA) or Adult Education Council (AEC). The large number of organizations does not mean that there are no organizational problems in communities. There are cases where the existing agencies and organizations either cannot or will not act when a new program arises. This was demonstrated time and again with the advent of the poverty program. The antisepsis of this was many organizations competing with each other for the privilege. Even where these extremes do not exist, there is often poor communication between officials and the public, leading to frustration on the part of officials and a loss of confidence on the part of the public. Over time, an educational program should enable many existing organizations to modify their structure to be consistent with the times and the work to be accomplished. An educational program should also help guide rational development of new organizations and lead to coordination and cooperation among the many existing organizations.

Improving the Community Decision-Making Processes

The decision-making process which communities should use has the same steps as the process followed by any economic firm. In practice, it is a more difficult process for several reasons. The community group must often spend much time in defining its goals, something that is usually known by other units. The community decision is made by a group, and this usually means more time is required to reach a decision. Perhaps the most difficult part of securing community decisions which result in action is being sure that the right people are involved in the right manner and at the right time in making the decisions.

Increased knowledge is needed on the decision-making process and its use at the community level. Another contribution that the Extension worker can make is to lend encouragement so that the group does not bog down in the middle of the process. Also, by asking questions, he can insure sufficient time and thought are being devoted to the community decision.

Outlining and Helping Appraise Alternative Courses of Action

There are monuments to bad decisions in most communities. These errors were not made by poorly intentioned or unintelligent people. They are largely the result of not determining or appraising the alternatives. Technology is having as great an impact at the community level as on the farm and in industry. What was best yesterday is likely inappropriate today. The university with its faculty members covering most fields of human knowledge and its libraries, laboratories and computers is in an ideal position to help community leaders list and appraise the alternative courses of action. Once this information is known, the community leaders with knowledge of their resources and goals should make much better decisions.

Using Outside Aids

There are literally hundreds of aids which a community can use to make decisions and to implement action. The aids may be in the form of funds, consultive services or technical assistance. These aids are offered by federal and state agencies, private organizations and private businesses. Many communities have no idea of the assistance that is available to them or how to go about securing it. In some cases, failure to use outside aid is due simply to not knowing how to fill out the forms. A much more difficult aspect of this problem relates to using the outside aids in a coordinated manner. While this is never stated, it is evident that federal and state governments are expecting coordination of their many, many activities to take place primarily at the community level. It is a fairly simple educational process to inform community leaders of the outside aids. This has been one of our major thrusts in Missouri, and a successful one. We are only beginning to develop possible models for coordinating the many outside aids at the community level.

Implementing Action Programs

Extension is usually relatively little involved once the community has embarked upon a course of action.

There are several points, however, where educational assistance can be invaluable. Extension workers can advise on the necessity of securing sufficient expertise, such as a competent architect to advise on construction of a swimming pool or a consultant to help revise the school curriculum. Some types of community action programs last for months or years and are involved to a considerable extent with intangibles. In such programs, there is constant need for re-evaluating goals and results. One of the major mistakes of organizations is to never change direction, even if it becomes evident that it should have gone some other direction to begin with or new conditions have created the need for redirection. Very skillful educational work is needed to help community action programs continue to be effective.

Developing Leadership

In most rural communities there is a great shortage of leaders who are really adequate to carry out modern day programs. This is true of both paid and volunteer leaders. In the metropolitan areas there is an adequate number of people with leadership ability, but here the problem is finding places to apply the leadership. Extension has demonstrated its ability to train leaders for either specific jobs or for broad responsibility. Educational programs can also be devised to help open up avenues for people with leadership ability so they can find ways to use it.

Educating Citizens

In many places substantial changes in the community will come only when a number of the citizens have a better understanding of the role of the community in today's society and how communities take action to improve the situation. Substantial efforts are underway in this field in some parts of the country, particularly with disadvantaged citizens. In many of the smaller communities without a substantial number of disadvantaged people, there is ignorance of what is possible. Until some of the people know that something can be done, nothing will happen. In many cases, the lack of community action is not by design, but simply through ignorance.

A Problem Extension Faces in Community Resource Development

One of the major problems Extension faces is the lack of an agreed upon, precise description of the program area. This causes problems both internally and externally. I know of at least six colleges at our University that have personnel who feel they can make a major contribution to community development. I know several Extension workers at Missouri who are doing different things and say they are doing community development work. All are probably right. This points up quite clearly that no one university discipline, school or college has all the answers. Contrariwise, every college of the university has a valuable contribution to make.

There is even more confusion externally. A number of agencies, non-profit and profit organizations, say they are doing community resource development, and they probably are. I submit, however, that none of them are doing the sort of job that is or can be done by University Extension. Those who came up the agricultural route are used to a number of agencies being involved in a different way with the same clientele or the same problem. The same situation exists in community resource development, but the agencies and organizations have not operated long enough or had enough acquaintance with others in the field to understand and accept that they generally are doing different things and that they all have a contribution to make. There is a major communications problem, but it is not insurmountable.

ORGANIZING EXTENSION TO DO THE JOB

Quite a philosophical discussion has been raging in community development circles for some time on the merits of two approaches. One is having personnel residing in the communities, which has been a pattern for Cooperative Extension agents. The other is having a staff of specialists at the university who move into the community, work intensively for a limited period of time and then pull out, providing very limited consultive help in the future.

We have tried both approaches, and based on our experience we have definitely decided to use community development agents who will relate consistently to the community

These agents are generalists who relate to communities in much the same way as the generalist agricultural agents relate to farmers. He is there and provides assistance on many sorts of problems and knows where to go for help when the problems get beyond his ability.

We did learn from experience that community development agents can be applied too intensively and can become too personally involved in community action. This resulted in all community development agents, with the exception of the very large metropolitan areas, being given multi-county assignments. We think that about thirty-five community development agents can satisfactorily cover the state of Missouri at the generalist level we are discussing.

We have also had experience with personnel working at community development part time and working at some other Extension assignment part time. This arrangement can work, but experience again is leading us in the direction of having people as part of the field staff who will devote essentially 100 percent of their time to community development. At the same time, we are asking other members of the field staff to channel their energies into other specialized lines of work. This decision was based on the assumption that there is a certain body of knowledge which the community development agents need to master, and that the untrained agent can do more harm than good.

The generalist community development agents must have backstopping from experts or specialists at the university. Specialists are needed to train the agents and prepare material and assist with problems beyond the ability of the agents. The specialists may be in a single academic department, which is the case at the University of Missouri (which has a degree-granting Department of Community Development), or in a center or institute as at Michigan State University. They can be in the role of program leaders and be attached to the administrative staff. Regardless of the organizational arrangement, the agents must have some place to tie into at the university where major attention is being given to this line of work.

Above and beyond the specialists in the university that the agents tie to, the agents and communities need resource people from practically every university discipline. Expertise from a particular discipline may be needed only half a dozen times in the course of a year, but it may be crucial that it be available when needed. There are several administrative arrangements for securing such expertise. One of the simplest and cleanest means is a single unified Extension program which exists in Missouri and which is increasingly occuring in other states. Simply having the organizational framework is insufficient, however.

There must be people in each of the colleges who are paid to do Extension work, and these people must understand that community resource development is one of the priority areas. I repeat and underline that there is no magic in a particular organizational framework. Along with the administrative framework, there must be resources and commitment to community resource development work.

A second administrative arrangement is a community development center or institute which either has people on its staff from a number of different disciplines or has some arrangement for securing resource people as needed. If such an institute or center is to get the job done state-wide, it must either have a staff of people who relate consistently with the communities or develop some relationship with Cooperative Extension, which already has staff throughout the state and who are relating either effectively or ineffectively to the communities.

Another administrative arrangement is for one University Extension enterprise, either Cooperative, General Extension or some other Extension enterprise, to take the lead but with necessary administrative and financial arrangements for drawing in resources from all of the colleges. Such a semiunstructured arrangement will work on a continuing basis only if it is the top university policy that one Extension enterprise will take the lead and that the others will cooperate.

Another arrangement is for one Extension enterprise to undertake the job and actually employ representatives of the many disciplines on a full or part time basis. I know of no university that has tried this approach in community development, but several have undertaken it in marketing. As a result, the College of Agriculture has employed people trained in business, law, engineering and many other disciplines. This procedure is quite adequate if the recruitment problems can be overcome and satisfactory relations can be developed within the institution.

There is no best adaministrative arrangement for all institutions. Further, almost any administrative arrangement can work if the staff wants it to. A point which is absolutely necessary, however, is the involvement of many disciplines and their availability to the community in an organized way and on a continuing basis.

Three types of personnel have been mentioned. These were the generalists who relate consistently to the communities, the specialists who backstop the agents on a continuing basis and resource people from many disciplines who are needed somewhat infrequently by any one community. There is a problem of coordinating the three types of personnel. In Missouri, we are using one approach that works reasonably well. The agents are tied to a county or area as are all other specialized agents working in either one or more counties. The line of command for the community development agent is to a County or Area Director, to a District Director and then to the central Extension Administrative Office. Community development specialists are not in line to the agents, but they are involved in all policy decisions affecting community development. They help determine the geographic area that is proper for one agent to serve, approve the appointment of all community development agents and assist in appraising their work. A number of means are used to develop close working relations between the community development agents and the community development specialists. As an example, they meet quarterly for in-service training and for discussions of mutual concerns. The community development agents are encouraged to develop very strong, informal ties with the Community Development Department. The Department uses agents in seminars, and the agents assist with the internship which is part of the program for community development students.

Most of the coordination in communities is accomplished by the community development agents through their requests for assistance to specialists and resource people. The agents are encouraged to go directly to the resource people in the various colleges, but as a matter of courtesy, they let the community development specialists know of their request. If the agents do not know the resource people, they may go to either the community development specialists or the Extension Administrative Staff for help in getting resource people. Either the community development specialist or resource people from the university are free to initiate work in communities, but they are expected to let the agent know of their activities and to coordinate with the agent.

Coordination at the university level is achieved through a program leader. This person is on my immediate staff and is familiar with operations in the field and with personnel and programs dealing with community resource development at the university level.

FINANCING

Most state universities and Land-Grant colleges are currently devoting considerable resources to Extension community resource development work. The large quantity has been partially hidden because of no generally acceptable definition of community development, poor reporting and poor coordination. As an example of the problem, how many Cooperative Extension Services take into account reporting the work done by General Extension and vice versa? Even with the above qualifications, resources are inadequate and several things can be done.

The obvious route is for the administrators to give community resource development work higher priority and redirect some of the existing resources. This is easier said than done. The top priority item for most Extension administrators and one which the staff applauds is increasing salaries in order to get and keep competent people. Just staying competitive, salary wise, in most states has chewed up practically all additional resources. In some states, including my own, field staff has even been reduced in order to achieve this objective. Further, all lines of work are able to show the need for increased attention, and much of the staff is suited for only certain lines of work. In spite of the very real restrictions, most states have given community development higher priority and have, in fact, redirected substantial resources to the work.

The second obvious alternative is to strive for increases from present sources of funding. In the case of Cooperative Extension, this is county, state and federal governments. A concerted effort has been made at the federal level with a notable lack of success. The same situation applies at the state level in many cases. My only experience indicates that the counties are generally willing to support increased community development work, but in most states, increased funding at the county level cannot be used until there are additional funds from the state or federal levels. General Extension is still saddled with the philosophy that the bulk of its programs must be self-supporting. I know of no way to make community development work (of the type that has been discussed at this conference) largely self-supporting. Communities and community groups most in need of assistance are often unable to pay, and at this stage of the game would be unwilling to do so. General Extension services that have significantly expanded community development have done so largely with the income derived from other activities such as the correspondence course program.

Some of the new federal acts promise substantial support for Extension community development work. Title I of the Higher Education Act of 1965 and Title VIII of the Housing and Urban Development (HUD) Act provide authorization for substantial amounts of money for community development work. Only a pittance has been actually provided under Title I, and no funds are yet available under Title VIII. Once the conflict in Viet Nam is settled, however, funds will be forthcoming under these and possibly other acts. Either Cooperative, General Extension or any other University Extension enterprise may apply for and be granted funds under the provisions of these acts.

The OEO and the Economic Development Administration (EDA) have a tremendous amount of funds, and both are committed by legislation and policy to community development programs. There is a definite possibility of securing grants from these agencies and possibly others to expand Extension's community resource development program. There are some obvious difficulties to grants. They often restrict the work and often are not renewable at the end of a very short stated contract period. We have taken the philosophy, however, that we will undertake the risk involved and vigorously seek grants to promote work which we had planned to undertake anyway as soon as funds could be secured.

It was mentioned earlier that the university cannot expect to recover the cost of the community development staff from the communities. There is a possibility of some income, however, if services such as summarizing surveys are performed. While a substantial part of a community development budget cannot be recovered from charges, every dollar secured helps. In addition to securing income, charging for services helps distinguish between the service and education roles which is a very important incidental benefit.

We can summarize this discussion by saying that there is no easy way of financing the sort of community resource development program needed. At the same time, large amounts of money are becoming available for community action work of various types. Extension can secure some of the funds to do work which is appropriate for Extension and which will further our long term objectives in the field.

EXTERNAL RELATIONS

It was mentioned in the introduction that there is a host of federal and state agencies, as well as non-profit and profit organizations, involved in the various aspects of community resource development. The term community development has about the same magic today that planning had during the New Deal. Everybody feels they must get in the act. There will be some very high level power plays as various groups and individuals seek to become the "top dog" in the field. This means that the situation can get quite uncomfortable for those in the field.

In spite of some people simply trying to get in on a popular thing and in spite of the power plays that will occur, there is a real need for increased attention by many to the work. I will predict that the situation will settle down in a few years and that a number of public and private agencies will be in the field. They will generally be non-competitive in the same sense that the many agricultural agencies are now generally non-competitive.

I firmly believe that University Extension can do the educational job which is needed better than any other agency. Moreover, the university has readily available the wide range of expertise needed. University personnel can keep a certain detachment from both a personal and political point of view, and such a detachment is essential for a solid educational job.

If the universities do not fill this role, however, others will be in the field and they will do a sufficiently good job to make it difficult for the universities to come in at a later date.

University Extension needs to work at building continuing relationships in the field. One of the positive steps which can be taken is to train the personnel of other agencies. This has been a pattern which has been rather successful in agriculture. Another step is to take the lead in defining what is meant by community development and in clarifying Extension's role. It is inappropriate for University Extension to define the role of others, but the very fact that Extension defines its role will force others to begin to do likewise.

I am no expert at external relations, particularly in the field of community development. The only point which I am convinced of is that we must work at it.

SUMMARY

In summarizing, I have tried to make these points. The essential step is a strong commitment to the work. The work is needed more than ever and is completely appropriate for University Extension. There are many handles that the educational program can grasp. The organizational task in community development is somewhat different from other lines of work because of the breadth of the field and the need for many, many disciplines to be involved. There is no one pattern appropriate for all, but every state can develop a coordinated approach to the job. Financing is certainly a problem, but it can be overcome if the internal situation is right and if we work at external relations.

THE PHILOSOPHY OF COMMUNITY RESOURCE DEVELOPMENT[*]

Philosophically, the ultimate end of mankind is happiness. But by its very nature, man never quite achieves happiness in this world. If he did, he'd have nothing to live for. Consequently, his basic goal becomes the pursuit of happiness. All his other objectives, related or subordinate to this pursuit, become intermediate or proximate goals.

By his very nature, man is continuously striving to improve the means of achieving this basic goal and the intermediate goals of peace, protection and prosperity. It is his desire to achieve those goals that provide him the motivating force to improve his environment and the institutions which serve him. He looks upon these improvements as progress.

Each successive step in the development of society provides individuals with a greater opportunity to attain their economic ends and a higher quality of living. Some of the means which have been developed to provide this opportunity include the rules of law, an economic system, police protection, transportation systems, educational systems, communication systems, public utilities, churches and social service. Improvements in these means of achieving man's ends are made whenever people are able to create or devise them i.e., whenever they can develop a better alternative.

A community is usually defined as a group of people who organize for a common purpose. In this sense an individual can belong to many communities. He may belong to one community in connection with the primary school for his children, another from the standpoint of taxes, another where he trades, another from the standpoint of his cultural center and so on. Thus a community may be large or small in geographic area depending upon the community function involved.[1]

Many desirable improvements cannot be made by the individual alone. Consequently, he joins in a community effort with other people who share his common goal. He accepts leadership. He spends his time, energy, brainpower and money to create a facility or an available service today so that he can enjoy it tomorrow. As an individual participant in creating a more desirable community, he must make choices among various intermediate goals and among means of achieving them. His choice regarding intermediate goals usually leads to achievement of the higher goals.

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[*] By John O. Dunbar, Indiana (Chairman); John Collins, North Carolina; William H. Conkle, West Virginia; Laurent Gareau, Alberta, Canada; and Gordon R. Sterling, Alberta, Canada.

[1] Carroll Bottum, Community Resource Development Defined, A speech to the Second National Extension Workshop in Community Resource Development, East Lansing, Michigan, July 11-22, 1966.

The desire for a community that has opportunity for its members to achieve quality living motivates community leaders to also spend their time, energy, brainpower and money to create improvements. They not only take the responsibility for creating improvements acceptable to the general public, but also for clearing the improvements through a maze of vested interests and administrative and political channels. Often they even carry the responsibility for new legislation to make an improvement possible. Sound leadership operating in a democratic manner and with the support of the people of the community is a fundamental ingredient for community resource development.

THE PROCESS OF COMMUNITY DEVELOPMENT

The process of community development begins when a need is felt and the possibilities of a new arrangement are envisioned. With this feeling, innovators devise details of the new arrangement and ways it can be fitted into the mainstream of development.

The process then continues through various phases of communicating ideas back and forth among various groups and agencies, and among leaders and the general public. Finally, goals are determined, alternatives are compared and a concensus is reached at least by the majority or by those selected to represent it at any given time. Action is taken and evaluation begins. Once an improvement is made in one community, other communities adopt it.

Each new phase of this process begins with the foundations laid by past generations. The current generation builds upon what has been created. It must take into account those forces which it cannot modify. It must also use its own resources to maximum advantage if it is to be most effective. Usually this means not only getting the improvement it decides to create at the lowest possible cost for the quality desired, but also equating various possible community improvements in terms of alternative opportunities i.e., expanding the resources of the community for some other improvement.

New institutional arrangements have resulted in continuous improvement of human, natural and man-made capital resources to better serve mankind. Some of these arrangements include vocational training programs, reorganized school systems, amalgamation and consolidation of churches, T.B. clinics, free inoculations, swimming pools, parks, organized recreation programs, senior citizen centers, libraries, reduction of soil erosion, control of water and air pollution, water impoundment, super-highways, public water distribution systems, harnessed atomic energy, communication satellites, expanded industrial plant and creation of new knowledge.

URGENCY FOR COMMUNITY DEVELOPMENT

Rapidly changing technology, rapidly growing population and rapidly changing desires and expectations of society are continually creating the necessity for new institutional arrangements. These changes are occurring at a geometric progression rate. More rapid changes in our institutions are required to gain the benefits from these developments.

NECESSARY IMPROVEMENTS IN EDUCATIONAL PROGRAMS

Inspired individuals, who accept the responsibility for modifying institutional arrangements to better attain goals of the people, need more scientific and technical information to help them find solutions to those problems requiring group decisions and action. Such information helps them to better understand, delineate and define problems or goals, and to develop and evaluate alternatives. When distributed widely, this information also helps the masses to understand problems, evaluate programs and decide which will benefit them the most. When people understand how alternatives affect them individually and collectively, the rate of acceptance of new arrangements is accelerated.

One institution which has been developed by society to assist in providing this type of information is the Cooperative Extension Service. If this institution is to continue to perform its function adequately in our modern society, it must also change rapidly at a geometric progression rate. It must: (1) adapt itself to a broader range of problems, (2) develop effective ways to reach a more diverse clientele, including urban people, and (3) reexamine its educational goals. It must discover the problems community leaders are struggling with and bring them scientific and technical information from throughout the university system. Extension must also develop appropriate methodology for educational programs on group problems. Solutions to these problems are often controversial and determined to a large extent by human values and emotions. Extension can successfully use some of the old methods such as demonstrations, but it will have to devise other ways to improve knowledge, understanding, skills and attitudes.

The educator performs a "helping" role in community development. He helps a community to broadly identify and clarify its goals. He helps the community identify and rate the importance of various problems in attaining its goals. He helps the community put the problem in a decision making framework. He helps develop new alternatives for the community by inventing new arrangements or institutions to take care of new situations. He helps identify resources available to the community. He helps the community measure the cost and benefits of each alternative. He helps the community with its strategy in carrying out its objectives. He does not make decisions for them. He should always strive to remain on tap, but not on top.[2]

Learning to perform this role will require painful adjustments by many individuals trained in physical or biological sciences, and also by many trained in the social sciences. Many community development educators will have to be able to integrate knowledge from numerous disciplines as it applies to a specific problem. Others will be able to use knowledge from a single discipline very effectively.

It must be recognized that funds, hence manpower, with which to do community development education work will be limited for the forseeable future. Therefore, hard choices will have to be made concerning: (1) the problems on which Extension will work, (2) on the clientele it will work with, and (3) the administrative framework which will best facilitate a total university educational program in community development.

For effective community development, Extension must work out effective means of cooperation with local governmental units, formal and informal group organizations and other government agencies. This will involve a clear definition of the unique role of the Extension Service and the development of an understanding between it and other agencies.

In addition to adjustment on the part of the Extension Service, all competencies and facilities of all departments of the university will have to be harnessed in the direction of community development. The research program will have to be expanded to provide new information. undergraduate and graduate curricula will have to be modified to provide for adequate training of qualified personnel.

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[2] Ibid-

Many modifications will also be needed in other phases of the educational system to provide people with the necessary empathy, horizons, viewpoints and knowledge for developing communities to better serve the ultimate end of mankind.

IN CONCLUSION

Properly conducted, community development can aid in accomplishing four things: (1) reduce the lag in community adjustments, (2) increase the efficiency with which our community affairs are conducted, (3) involve the citizens of the community in a more realistic decision-making way with their public problems, and (4) solve a higher proportion of the community's problems locally.

THE ROLE OF EXTENSION IN COMMUNITY RESOURCE DEVELOPMENT*

Before taking a trip the traveler must make some decisions. Where is he going? Why? What route will he take? How much will it cost? Will the benefits derived from the trip equal or exceed the cost? Could someone else make the trip for him?

Some of us in Extension may have jumped in an airplane and started down the runway of community resource development without having asked ourselves some essential questions. The answers to these questions may determine if we will make the trip at all. Furthermore, the answers will better define our role on the trip - whether we're to be the pilot, the co-pilot, the stewardess or the mechanic.

First, is there a role for Cooperative or Agricultural Extension in community and resource development? Let us agree that communities and their resources ought to be developed. But is it Cooperative Extension Service's business to help develop them? Could this not be done equally as well by other public agencies? There are many branches of the federal government, the state government and even our colleges and universities who could, who would and who are engaged in community resource development. Furthermore, could the job not be done equally as well by private or volunteer sources? Many communities have thoroughly demonstrated their desire to be developed by paying both private and public agencies large sums of money to develop a professional plan, to initiate a plan of action and to supervise the execution of a development plan. Yet we offer our services to obtain the same results, and for free.

Are we uniquely prepared to assist communities in their development? Do we really have a deep conviction that we have a responsibility to the people that can be discharged in this manner? If our answer is yes, let us examine our reasons. Are they good reasons or real reasons? As farm areas become rural non-farm acres and as rural non-farm areas become urban acres, our traditional Extension programs need to be modified. Now, are we shooting at a veiled goal of gaining or preserving status by proclaiming our desires, capacities and responsibilities for community resource development?

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*By Dorris W. Rivers, Mississippi (Chairman); Clayton Yuetter, Nebraska; and Galen S. Myers, West Virginia.

Obviously, we aren't that mean or stupid. The Smith-Lever Act itself, the report of the House Committee in submitting the act, the Extension Committee On Organization And Policy (ECOP) "Guide To Extension Programs For The Future" and the Memorandum Of Understanding between the several Land Grant institutions and the Department of Agriculture are all replete with authorities and charges for Extension to play a prominent role in community resource development. Coupled with this authority is the rapidly changing community in desperate need of assistance to insure orderly growth or sensible adjustments to forces of change.

We may add another dimension. Extension has the authority; the community has the need. Does Extension have the competency or know-how to do the job? This job is just as technical and far more complex than introducing and gaining acceptance of a scientific farm or home practice. The processes, however, are very similar and we can boast of expertise in using the processes. Generally the process consists of organizing, identifying problems and goals, weighing alternative courses of action and moving from plans to action. Is this drastically different from the process of farm and home development, or changes in family living patterns, or youth development programs?

Now let us say that we have answered the first question affirmatively. There is a role for Extension in community resource development. The second question then is: What are its limits and bounds? Shall we be the pilot who takes charge of the propulsion and steering mechanisms and takes the craft off the ground? Shall we be one of the co-pilots along with co-pilots from other agencies and organizations? Shall we be the stewardess or arranger who looks out for the passengers' safety and comfort? Shall we be the mechanic who is trained to service the intricate mechanisms so the craft will fly?

Quite obviously the analogies break down, and we are convinced that Extension cannot and should not perform all these functions alone. The point is that there are a lot of other professionals who have roles to play to insure the citizen flight, and we must respect their roles. In so doing, we place some bounds on our own role. Gone are the days when the Extension agent alone may have introduced hybrid corn to the community.

Community resource development also begins to conform to boundaries when it is conceived as a process applied to the problems of the community as well as a program. Granted then that Extension has a role to play and that there are some limits or bounds for the role, we ask the final question: What is the role, and how will it be carried out?

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Extension's role in community and resource development remains one of education, with the central purpose of increasing economic opportunities and the quality of living in the community. The educational role is played through helping the people of the community solve problems that require group decisions and group action. Basic and necessary components of the "education for action role" are: (1) organization, (2) information or technical assistance, (3) coordination, (4) facilitation, (5) motivation, and (6) accelerating change.

Extension must be sensitive to organization requirements and techniques. It must be prepared to suggest the best organization of people and resources. No one organization model will fit every particular community. Of course, the organizing is done by the people of the community. We must, however, supply them with the techniques and know-how of organization operation and maintenance.

Information or knowledge must be applied to problem solving. Intelligent discussion and wise decisions must be based upon unbiased information. This function could be called tecnical assistance. The Land Grant university has a tremendous reservoir of knowledge and skills that can be brought to bear upon the problems of the community. Problems of industry, health, business, agriculture, education and manpower development can be alleviated or solved by applying knowledge from within and from without the university. As a part of our role in resource development, we need to find better ways of committing our university staff to community and resource development. The Extension agent represents the university at the local community level.

Coordination is a tedious and sometimes thankless task. Coordination is of paramount importance in the processes of community study and analysis, goal determination, selection of alternative courses of action, etc. In the coordinator role the successful Extension agent will sometimes be in the forefront, but he must be assured that a great deal of the time he will be in the background. As a coordinator he causes the varied resources from within and without the university to be brought to bear at the proper time.

Facilitation is not synonomous with manipulation. Extension's facilitation role will rest heavily upon leadership training and development. Leaders who understand the problems and who possess the skills for recruiting participation from within the community will pave the way for formulating and implementing the community development plan. Establishment and maintenance of communications are crucial in facilitation. The facilitator supports and reinforces the supporting forces of change and weakens the resisting forces. Is this not a proper role for Extension agents in resource development?

The motivation role may best be described as that of a catalyst. It is a truism that many individuals, organizations, institutions and communities are not properly motivated to want to do better, to change and to progress. They are satisfied with the status quo. The best laid plans of men often go awry or gather dust. The Extension agent in playing the catalyst role will keep the leadership "stirred up" and disturbed if something is not being done to attain planned goals.

Accelerating change is believed to be a function of education. The Extension agent generally does not believe that his job is finished when he imparts knowledge to the community residents. The mere possession of knowledge is not an absolute guarantee of change. The direction of change is planned through discussion and analysis or study. From this point the agent is actually accelerating change when he plays the role of a facilitator or motivator.

Finally, we should remind ourselves that Extension's community resource development role is not played in isolation from its role in agriculture, home economics or youth development. The resource development staff has tremendous organizational and motivational complements to the agriculture, home economics, and youth programs. By the same token the components of these programs afford vital building blocks in a community development program.

THE CONCEPT AND PHILOSOPHY OF RESOURCE DEVELOPMENT IN ALABAMA*

In preparing for this assignment, I reviewed the correspondence from your coordinator in which he requested a presentation concerning the over-all Alabama Resource Development Program with particular emphasis on the philosophy of expanding this area of work, employment of an area resource development specialist, over-all coordination of statewide effort and examples of success. I also reviewed literature on the subject and discussed the program with a number of my colleagues attempting to gain their views on the subject.

When we examine information about resource development, we find that this concept is not new. We find volumes written about the subject, particularly during the past decade. Since the first settlers in this country, there has been an increasing public and private interest in resource development. Over the years both the opportunity and the problem connected with resource development have changed. We have seen periods of land surplus and land shortages, increasing markets and declining markets, periods of prosperity and periods of depression and periods of war and periods of peace. All of these have a great bearing on and have been influenced by resource development.

During this over-all period, and particularly during recent years, we have seen a tremendous growth in the United States population, a rapidly increasing production capacity of both agriculture and industry, widespread advances in science and technology, a shift from a predominately rural to an agricultural-industrial economy, a relative high standard of living for many segments of the population and a demand for even higher economic and social benefits for all of our citizens. During this period we have seen increasing interest in such changes both by private citizens and public agencies. As a result of such changes, we are today experiencing a rapidly expanding economy. This expansion is occurring at all levels - national, state, county, community and down to the individual home, firm and farm.

Agriculture has expanded at an unprecedented rate during the past two decades and, at the same time, has released labor to produce non-agricultural commodities. In 1960, agriculture produced 28 percent[1] more food and fiber on 37 million[2] fewer acres than in 1950. In 1945, each farm worker produced enough food and fiber for 14.6[3] persons as compared to 26.4[4] persons in 1960. I am sure that even greater progress will be recorded in the 1965 census. Ezra Taft Benson, Secretary of Agriculture during the Eisenhower Administration, said that, "American agriculture is a giant without equal to any other agriculture in all history."[5]

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*By Dr. W. H. Taylor, Alabama. Significant contributions were made by Macon Tidwell, C. U. Storey and W. E. Wilson also of Alabama.

Although tremendous progress has been made in agriculture production during the past two decades, there are still a number of problems. One of the important farm problems in this country is the development of the human resources. Families with low earnings make up more than one-fourth of all farm families. In 1950, there were roughly 5.4 million farms operated by farm families. Of these, 1.5 million had cash earnings under $1000.00[6]. There is a need to improve the knowledge and skills of low income families and provide jobs for the underemployed and unemployed so they can become productive citizens. There is also a need to maintain high productivity in agriculture to provide food to an explosive population.

The first concerted approach to the problem of low income was in 1954 when Congress stated that we must open wider the doors of opportunity to our million and one-half farm families with extremely low incomes. This encouraged the development of the Rural Resource Development Program (RRDP). And it was President Eisenhower's agricultural message to Congress in 1954 which set the stage for a more vigorous effort on the part of participating agencies and groups in this national program[7].

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[1] "Changes in Farm Output and Efficiency" A Summary Report (Washington, D.C.: Economic Division, Economic Research Service, 1961), p. 4.

[2] Ibid. [3] Ibid. [4] Ibid.

[5] Ezra Taft Benson, Farmers At The Crossroads (New York: Devin-Adair Company, 1956).

[6] Development of Agriculture's Human Resources, Report of Problems of Low Income Farmers, Secretary of Agriculture, (Washington, D.C.: United States Department of Agriculture, n.d.).

[7] Proceedings of Conference on Rural Development Program (Memphis, Tennessee: June 1958), p. 6.

In 1955, the Secretary of Agriculture recommended to state Extension directors that a program, cooperative in nature, on rural development be initiated on a pilot basis. At this time we in Alabama, like most states, developed a Pilot Program consisting of three counties. The basic objectives of this program were: (1) to improve the efficiency and productivity of agriculture in Alabama, (2) to more fully utilize our human resources by developing businesses and recreational opportunities in the state, and (3) to develop the industrial segment of our economy in order to provide jobs for the underemployed. Particular emphasis has been devoted to the development of agri-businesses to process and market our agricultural crops. Most literature on resource development emphasizes a broader role for the Extension Service to perform and a more complex program to be administered.

The central theme in today's program is the promotion of economic and social development by means of education. We recognize that knowledge, attitudes and aspirations of people must be changed, and a change in knowledge, attitudes and aspirations will enhance economic growth. A dynamic educational program will improve the ability of people to analyze alternatives, make sounder decisions and develop programs that will attain the stated objectives. The objective of RRDP provided an opportunity to expand the role of the Extension Service, to plan programs in depth and to contribute to economic growth.

A dynamic resource development program contributes to economic growth. It is a long range program aimed at improving attitudes, skills and knowledge of people and providing economic opportunities for the underemployed and unemployed. It is intended to appraise the local conditions that usually contribute to undesirable situations and to develop program activities that will alleviate the problem. The program should be based on organized, local initiative and support with additional resources. It involves resources including education, capital, technology, business, industry, local, state and federal government. Resource development involves both education and organized action designed to improve the situation and yield greater satisfaction.

EXTENSION'S BASIC MISSION

This leads us to a consideration of Extension's basic mission in resource development. The average person looks upon Extension's mission as one of helping farmers improve their economic position and working with organized home demonstration club members to improve skills. We will all agree that we have effectively accomplished this mission with the commercial farmer and club member. We are the best fed nation on earth, yet at the same time, we have enabled thousands of people to move from agriculture to industry. At the same time, certain areas throughout Alabama and the nation have been bypassed by the forward march of economic growth. Income gaps have become wider, and families with limited education and resources are at a disadvantage.

Extension has made significant contributions in helping people improve incomes, and significant contributions have been made in accelerating our national economic growth. As a result of Extension's contribution, more goods and services are available. Our clientele have a greater understanding of complex society; homes are stronger and the community life is more satisfying. During the past several years, and especially since 1960, Extension has broadened its clientele and has developed more programs in depth. Where we once conducted programs relating to production, we are now emphasizing production,processing and marketing. Where we once stressed primarily food supply, we are now placing emphasis on consumer education and on the relationship of the family to the consumer.

In Alabama we are placing more emphasis on economic development. We realize that to improve our economic position, we must provide jobs for those who have been released from agriculture and those "bread winners" with low levels of education and income. Agri-businesses and industries need to be developed to process raw materials for consumer goods, and families need to be conditioned to accept responsibilities.

Primary emphasis is being placed on the development of industry to process and market agricultural and forestry products. We have emphasized the development of industry and business to provide jobs for the underemployed and unemployed.

EXTENSION'S LEADERSHIP ROLE IN RESOURCE DEVELOPMENT

Extension has a challenge to exercise a very distinct leadership role in carrying out its basic mission of education. Too often we fail to take full advantage of opportunities by not using available resources to help carry out our responsibilities.

In the early days Extension agents were the only authorities in agriculture and home economics in our counties. There were few, if any, professional workers to help them, or shall we say, compete with them as leaders in their field. This is no longer the case. Today there are a host of other agencies and representatives of commodity and special interest groups working with people. There are also representatives of federal resource programs who are available for help in forming programs of economic development.

We in Extension are in a unique position in that we are the only group that has been chartered as the educational arm of the United States Department of Agriculture and have been given the responsibility for the off-campus phase of education for adults and youth in the field of agriculture, home economics and related subjects within the Land Grant college system. A number of Land Grant colleges are developing continuing educational programs. We can bring into play the resources of the Land Grant universities to assist with this program.

We have accepted the challenge to develop programs to improve education and economic conditions in Alabama. In 1960, we asked the state legislature for a special appropriation to be used in extending the program to all counties in the state. We received $150,000.00 to employ additional personnel and support this effort. The state was divided into eight economic areas. Rural resource development specialists were employed and located in each of the areas. County personnel are providing leadership to county programs, and rural resource development specialists are providing primary leadership to area programs. Technical subject matter specialists are supporting educational activities within their area of competencies

Extension can provide educational leadership that will strengthen and develop programs throughout the state. We can provide leadership to rural resource development committees for planning and developing programs that will improve the state's economy. We can provide leadership to business and industrial groups and other agencies who can make a significant contribution, or we can make competitors of these groups.

Extension's role consists of: (1) the organization of subject matter and people for effective program development, (2) conducting educational programs to change knowledge, attitudes and skills of people in order that change can evolve that will raise the level of living and equip individuals to become more productive citizens, and (3) provide services such as conducting feasibility studies to promote economic growth.

To perform this role will require competent personnel and the full support of the entire staff. A well planned program is essential. The program should be planned with the people and guided by competent staff members. It is more difficult to analyze the many alternative uses of resources or conduct a feasibility study than to plan for the production of a commodity. Therefore, the support of competent staff members is important. To provide educational leadership to an industrial group may be more difficult than conducting an educational program for a group of people at the low end of the socio-economic scale.

Your coordinator asked specifically about how the program was coordinated in Alabama. We believe that in order for any agency, organization or group to participate in a program of this nature, the agency or organization must thoroughly understand the nature and role that it is to perform. The agency or organization must believe in the program. We believe that there are many groups in Alabama that can contribute, and we are attempting to provide an opportunity for these groups to participate. We know that coordination is necessary to carry out any job or assignment. It therefore becomes the essence of an effective organization.

Coordination means to make harmonious adjustment to give things and actions their proper proportions and to unify designated effort into an intergrated whole. One of the methods used to effect coordination is committees for relating different points of view. We have organized a state committee at the state level consisting of the heads of many agencies and organizations who are contributing to resource development. The role of this committee is to endorse certain programs and activities. Committee meetings are ways to provide communications among agencies and organizations in the state. The state committee holds quarterly meetings for discussing programs of interest to the group. Another method used to expedite coordination are individual conferences to discuss policies, problems and approaches that provide for maximum effort in resource development.

For programs to be educationally sound, economically effective and permanent, change must emerge from the people's decision to act, and must be achieved through their own efforts, using their own resources and relying on other resources where needed. Plans need to be developed to guide change. Resource development committees have been organized in each of the counties in the state. These committees plan programs to further develop the state's human and physical resources. Local leaders, organizations and state and federal agencies participate in the process of planning. Federal agencies contribute as a resource person. The chairman of the Chamber of Commerce or the County Industrial Development Board is encouraged to assume leadership in the industrial subcommittee functions. Leading producers of food and fiber assume leadership in certain phases of the agriculture program. Likewise, the superintendent of education is encouraged to assume leadership in the subcommittee on education. When individuals and groups are involved in planning, they normally contribute to implementing programs.

Area programs are developed from counties with common problems, goals and objectives. Area specialists supported by subject matter specialists can play an important role in providing leadership to area programs. This philosophy provides an opportunity for maximum contribution from university personnel and an opportunity for contributions from other agencies and organizations within the state.

Let's look at this philosophy as it has been applied in Alabama. In 1960, we intensified our effort in resource development and added additional staff. Educational programs have been conducted that have changed knowledge, attitudes and skills of people. Programs have been conducted that have contributed to sounder decisions. Action programs have emerged that have provided additional jobs, created additional income and contributed to economic growth. Through this entire process, we have upgraded the educational level of the people in the state.

In 1965, more than $204,000,000.00 were invested in 183 agribusinesses that will provide markets for agriculture and forestry products and furnish employment for 15,000 people. Approximately 13,000 other jobs were created through industrial development. The university educational program contributed to this progress. This progress was attributed to a cooperative and concerted effort of many agencies and organizations in Alabama.

We have a distinct role to provide leadership to industrial and business groups in Alabama. Business and industrial groups can contribute to economic growth including recreational, agribusiness and industrial development. In 1964, we needed additional markets for forest products. At the request of industrial leaders, Extension, with the support of county resource development committees and other agencies, conducted a study to determine acreages of timber that were available to support new and expanding wood using industries. After the study was completed, the data was analyzed and made available to Chambers of Commerce and industrial and other promotional groups to use in developing markets. The data was used by management from five pulp and paper mills in making a decision to locate in the state. Numerous other small industries used the data in planning expansion programs. Thousands of low income families will be employed as a result of these developments. In addition to conducting an educational program with resource development committees, Extension's forest products marketing specialists have made a significant contribution in serving as a resource person to industrialists state planning and industrial development board members and other promotional groups.

We have also strengthened our educational program with low income groups. Under the capable leadership of Mrs. Coleman, the

Assistant Director for Women's Work, a Pilot Program was launched in 1964 designed to: (1) develop and test methods for reaching and teaching low income homemakers, and (2) test the feasibility of using program assistance (non-professionals) working under the supervision of Extension home agents in educational programs for low income homemakers. Approximately 185 families have been enrolled in this program. Program assistants have been employed to teach basic skills such as sewing, dealing with basic sanitation problems and using the minimum resources that a family possesses. Results to date have been most encouraging. Desirable changes have occurred with these families. We think this procedure is one way of reaching the low income group.

Another example of development is in the area of markets for grain and soybeans. Recently, state government, through a bond issue, launched a program to improve the inland docks system. Extension teamed with state government and local groups in developing an elevator in Demopolis, Alabama. An educational program was launched for the production of soybeans. In 1965, farmers increased soybean acreage by 400 percent within a ten county area. These beans will be exported through the port of Mobile. Three new elevators are now under construction in the southeastern part of the state. Here we find the Extension Service, state government, and local people working together to provide a market for an agricultural product that is needed throughout the world.

Resource development provides an opportunity to extend the resources of the Land Grant university to communities through the state. In June 1966 our president, Dr. Harry M. Philpott, and the Board of Trustees appointed three vice presidents for the University. We have a Vice President for Academic Affairs, a Vice President for Research and a Vice President for University Extension. Dr. Fred R. Robertson, Director of the Cooperative Extension Service, was elevated to Vice President for University Extension. This is probably one of the most significant decisions that has been made since the creation of the Land Grant college. This administrative organization provides opportunities for the staff at the University to make maximum contributions to educational programs and economic development in the state.

We have economic problems in the state that cannot be completely solved through the development of agriculture. These problems must be solved through the development of agriculture and industry. A dynamic educational program is also a prerequisite to economic growth. We think the resources at the University can make a contribution to the development of human resources, agriculture and industry.

In conclusion, Extension's supreme and central role is to promote social and economic development by means of education. We have an abundance of resources that may be used in implementing programs that will raise the level of living throughout the state. We are the educational arm of the United States Department of Agriculture and the Land Grant college. The concept of community and resource development provides an opportunity to extend the resources of the Land Grant college to communities throughout the state.

A dynamic educational program will provide a climate that is conducive to effective programs that will improve the economic conditions and raise the levels of the people in each of the fifty states.

WOMEN AS MEMBERS OF THE COMMUNITY RESOURCE DEVELOPMENT TEAM*

We felt it would be appropriate at this seminar to consider what the contributions of both local women and the professional staff might be to community resource development and how to get them involved. We'll begin by briefly discussing involvement of local women and then move on to the professional staff.

CONTRIBUTIONS OF LOCAL WOMEN IN COMMUNITY RESOURCE DEVELOPMENT

Rather than talking about contributions that local women can make to resource development councils and study groups, we'd rather remind you of two other very important roles for women in community resource development.

Key Communicators

Many women prefer to exert their influence over the dinner table rather than over the conference table. Well informed and interested women can help their husbands and children become aware of community problems and become interested in them.

Whenever there is a major project that needs action from a community, or whenever there is a problem area that needs to be studies and discussed, it is important to inform and interest both the men and the women of the community. Women can be important links in the communication channel as they talk with their family, their friends and their contacts in women's organizations.

For those of you who haven't used this channel of communication to the fullest, let's think about how you might open it.

First, talk with the home economists on your staff. Let them know why you feel that local people need more understanding on this particular item. Sell them on its importance.

Then, discuss with them how to inform local women. There are several different ways. How many of you have:

1. Worked with the home economist in training local leaders to present a topic from this field at local club meetings?

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*By Arleen Barkeim, Minnesota; and Sara Steele, Wisconsin.

2. Developed a "packaged program" -- leader's guide and bulletin or kit of slides and script that local clubs could present without additional training?
3. Worked with the home economist in developing workshops or community programs on a community resource topic?
4. Arranged a tour for women to explore the use of community resources?
5. Taken part with the home economist in a radio or television broadcast?
6. Enlisted the aid of women in surveying and collecting data about their community?

It seems as though some of you are using each of these channels, but that few of you may have fully realized their potential.

Powers to Action

A second major contribution of women is generating the power that carries out an action program. One of our county agents told me, "If you want to get things done, ask a woman." When women get stirred up about an issue, they will get something done. While individual women may not show up as often in the power structure of a community, large groups of women with a cause can be a powerful force.

Women are interested in libraries, health facilities, community beautification and education. These are just a few. I'm sure you could think of many other community action programs in which women would be vitally interested and could provide considerable impetus toward action.

CONTRIBUTIONS OF PROFESSIONAL HOME ECONOMICS STAFF TO COMMUNITY RESOURCE DEVELOPMENT

We'd like to move on to a discussion of the contributions of Extension home economists to community resource development. It would be helpful if you would share with us some of the contributions home economists have made to community development in your states and ways you see that they might contribute.

(The participants listed the following aspects of resource development where their home economists had been active: work with low income families, water and air pollution problems, farm vacations, consumer education, health and sanitation, mass feeding and civil defense, aging, craft industries, housing, libraries, use of educational programs, industrial development, manpower, youth, public affairs, reaching new clientele, zoning and land use, rural-urban relations, identifying leaders and helping with organization in community resource planning.)

In some of these areas we feel that home economists probably made a unique contribution based on their own professional training. In others they probably served in a supporting role, working with professional staff from other areas of training. We'd like to emphasize some of the places where we feel that prior training of the home economist can make some unique contributions.

If we accept the definition of community resource development as "an effort to increase the economic opportunity and the quality of living of a given community through helping the people of that community with those problems that require group decisions and group action," then many of the things that are traditionally listed as contributions of home economics come in the category of helping people use their resources, but do not necessarily come within this definition of community resource development.

> Most of our emphasis has been on helping people develop and use their resources. The whole concept of home economics contributions to the group decision making process and to helping a community develop its resources has been relatively unexplored.

Any technical subject matter can be applied in more than one dimension of everyday life. Three dimensions that we are particularly concerned with are: (1) family and personal, (2) income producing, and (3) community decisions.

Some fields of technical subject matter apply themselves primarily to one dimension and only secondarily to others. Medicine and most areas of home economics probably are primarily thought of as being applied in family or personal use. Most phases of agriculture deal with income production. Areas such as rural sociology, political science and public administration give primary focus to community decisions with only secondary attention to application in personal living or income production. It is sometimes difficult for specialists who are used to focusing on one dimension to recognize the importance of contributions to the other two. It may be difficult for home economists to see the opportunities for developing their role or to accept the responsibilities that they have in the dimensions other than home and family.

If you follow this idea or dimensions through, you will see that the three facets are closely interrelated. Often the community decisions are the ones that point toward application of subject matter in family and personal or income producing dimensions.

Home Economics Contribution to Family and Personal Aspects of Resource Development

Home economists tend to work primarily with this dimension. They draw from the various areas of home economics subject matter to help people improve their homes and family living and the personal growth of family members.

In terms of resource development our emphasis has been a twofold one:

First, home economists have developed educational programs which assist families in using their resources (social as well as economic) in providing the greatest possible family satisfaction. Home economics programs in the future as outlined by a position paper being developed by a subcommittee of the Extension Committee on Organization and Policy (ECOP) will focus on four overall areas. They are: (1) family stability, (2) consumer concerns, (3) housing,and (4) health and nutrition.

Each of these four areas deals with family resources and how these resources can be best utilized. Examples of programs from these areas which have had real impact in terms of resource development include programs on using credit wisely, financial security, housing clinics and work with low income.

Second, in addition to utilizing home economics subject matter to assist families in getting maximum satisfaction, another major contribution has been in helping individuals develop their talents and abilities in order to make a greater contribution to society.

The Extension Service has long worked with and through leaders and as a part of the leader training program has helped women and 4-H'ers gain poise, self confidence and ability to work in groups. Extension training programs have helped individuals gain in their ability as lay teachers and as officers of organizations. Through program planning procedures followed in home economics Extension, women have been given experience in analyzing situations and identifying problems.

Home Economics Contributions to Income Producing Aspects of Resource Development

Home economics can also make a unique contribution in the dimension of income production, drawing from their subject matter and applying it to those occupations which are directly related to areas included in home economics. Some of these income producing activities which can be carried on within the home and which utilize home economics competencies are: home craft production, child care, custom making of draperies and slip covers, upholstery and chair caning, dressmaking and alterations, and farm vacations.

Jobs outside of the home which draw heavily upon home economics competencies include: cooks and chefs, waiters and waitresses, food service managers and resort managers. With the Medicare program a new type of occupation called "health aides" has come into being, and home economists are being asked to assist public health people in the training of such aides. Other occupations utilizing home economics competencies include: baby sitters and assistants in nursery schools and Head-Start programs, housekeepers, cleaning women and other domestics, laundresses and alteration women. Home economists make a real contribution in rural areas in assisting in training salespeople who deal with clothing and home furnishings and equipment.

The role of the Extension home economist in providing basic training, retraining or refresher courses for people in occupations like those that we've just listed will differ according to the needs of a particular community. In some cases the Extension home economist will only serve as a consultant in developing training programs which will be carried out by the vocational school or some other agency. In others, where no other resources are available, the home economist herself may actually carry out the training program.

In addition, more and more Extension home economists are accepting responsibility for fielding programs designed to up-date professionals who utilize home economics in their work. First and foremost among professionals are the hundreds of local home economists (high school teachers, vocational school teachers and others) who need the same kind of up-dating that our Extension agents have. Another very important group of home economists are those who wish to re-enter professional work after having raised their families. Welfare workers, medical people and some other professionals request up-dating in home economics subject matter.

Another kind of contribution is helping women re-enter the labor force. Home economists can help them make such decisions and help them to make adjustments in their homemaking routine without shortchanging the family. If women decide to re-enter the labor market, we might see that educational opportunities are available to them.

In youth programs and in adult home economics programs, we help young people and their parents find careers, including educational and employment opportunities.

While we tend to think in terms of home economics related employment opportunities for women, we must remember that men, too, enter such occupations. Cooks, food service workers and upholsterers, for example, are often men.

Home Economics Contributions to Community Decisions

Now we get to the real subject of our talk. First, let's explore the nature of group decisions. In general, groups will be making three types of decisions:

1. Decisions related to the adequacy of community facilities.
2. Decisions related to the adequacy of learning opportunities.
3. Decisions related to the adequacy of action of individuals and groups in the community.

Facilities

There are certain community facilities where home economists have unique knowledge and can give leadership in helping local groups decide whether community needs are being met. Examples include:

1. Child care facilities.
2. Counseling facilities.
3. Buildings.
4. Dining facilities.
5. Consumer facilities.
6. Home care and maintenance.
7. Sanitation problems.
8. Mental health.
9. Community beautification.
10. Facilities for the elderly.
11. Support to disadvantaged families.
12. Emergency preparedness.
13. Employment opportunities for women.

As in any other field, it is impossible for one home economist to be an expert in all areas of subject matter. As they provide leadership, they will need to consult other professionals. In addition, there are several other facilities where home economists can support other professionals even though their training doesn't specifically train them for leadership. These are community safety; community recreation; fire and police protection; libraries; elementary, secondary and continuing education; hospitals; and other health facilities.

Learning opportunities

Home economists can help local groups decide whether present educational programs in areas such as the following are adequate:

1. Marriage preparation and sex education.
2. Parenthood (pre-and post-natal classes).
3. Consumer information.
4. Financial management.
5. Mental health.
6. Physical health.
7. Nutrition.
8. Preparation for retirement.
9. Housing and home surroundings.
10. Creative development.
11. Safety and emergency preparedness.
12. Leadership development (public speaking, etc.).

Communities presently vary as to the quality and quantity of such programs that are available. Extension home economists can help groups identify whether present offerings are sufficient.

Action

Although most groups focus their attention on facilities and on learning opportunities, occasionally attention needs to be focused on the behavior of individuals or groups within the community. For example, are parents standing together in establishing codes for teenagers? Are citizens voting and taking an active interest in community affairs? Here, too, home economists can help communities.

How Can Home Economists Help With Group Decisions

One way that we are exploring in Wisconsin is for our Extension home economists to develop study guides or kits that local citizen planning groups or local organizations can use to explore community needs. The guides include the following:

1. Suggestions for local statistics and opinions that are needed to understand the local situation and the sources where such facts and opinions can be obtained.
2. Brief statements of problems and solutions at a state, national or district level to help local people compare their situation with others or realize the scope and depth of a problem.

3. Criteria or other aids in determining whether something should be done.
4. Examples of recommendations made by other local study groups.
5. Questions that might help the committee discuss and interpret the findings.

We feel that such study guides are badly needed. Providing background statistics of a state or national nature is not enough. People must be helped to explore local situations. They must be helped to understand the implications of what they see and to identify alternative solutions before they decide on specific recommendations.

In Wisconsin, we have tentatively outlined the following areas as major areas for study in the social-cultural area: family stability and child development; consumer concerns and financial security; housing and home surroundings; health and nutrition; youth; government; religion; education; community protection; and welfare of special groups (low income, aging, minority, etc.). Our home economics specialists are developing the study kits for the first four areas, and we will call upon specialists in other departments of the university or other agencies in helping to develop the other study guides.

In addition to providing study guides and background information, home economists can also help with group decisions by presenting unbiased information about community problems and possible solutions. They can assist in developing surveys and training interviewers when local statistics are not available. Their primary role, however, will be that of any other professional person in stimulating thought, helping local people to secure reliable information, nudging them through the decision making process, helping them clarify their thinking and helping them evaluate the soundness of their recommendations.

HOW CAN YOU GET HOME ECONOMISTS MORE ACTIVELY INVOLVED IN RESOURCE DEVELOPMENT?

Well, first let's ask: How many of you have tried to involve your home economists? What successes have you had? What kinds of problems did you encounter?

(The participants indicated that home economists in their states and counties had been very helpful. When they pointed out problems, they said that they are not serious in their states. Among the problems listed were:

1. Resource development people don't know what kind of help to ask for.
2. Home economists are having a hard time in making adjustments in present program responsibilities in order to find time to assist in resource development.
3. Resource development people aren't sure of the steps to take in securing cooperation.
4. There is a need for strong and positive leadership from state home economics staff, clearly showing that community resource development is a part of the Extension home economist's responsibility and giving ideas and support in carrying out that role.)

These problems actually are not any different from those that you have run into trying to involve people from other subject matter areas in community resource development programs. But you may have some limitations that influence your effectiveness in securing response from home economists:

1. You may be less knowledgeable about home economics, and therefore less able to specify the help that is needed, than you are in other areas.
2. You may be less apt to be acquainted with the home economists on your staff than you are with others.
3. You may have some biases about what women can or can't do.
4. You may be blocked by an out-of-date stereotype of home economics.

The two major reasons for lack of response on the part of home economics are not greatly different from those for any other specialized area:

1. Limited resources. Home economics staffs are usually quite limited. There are usually no more than two specialists in a given area and sometimes only one. Some states do not have specialists in all areas.

   At the county level, one aspect of limited staff involves short tenure. You will have to provide the communication link and be ready to accept and orient changing personnel.

   As any other Extension area, Extension home economists are faced with more requests than we have resources to cover. We may need your support in securing more home economists at the county, area or state level.

2. Lack of vision. Some home economists may be so used to working on the personal and family dimension that they have not yet realized that there are other dimensions for applying subject matter and have not yet explored the contributions that they can make in these other dimensions. Such people are apt to feel shy and insecure as they move out into the other dimensions.

In general, our suggestions for getting help from home economists are the same as for getting help from other areas:

1. Get the supervisory staff involved. Home economists, district leaders or program leaders are important keys to cooperation.
2. Really "sell" your ideas and your needs. Other people are busy. They don't "owe" you their help. Convince them that community resource development is important and that their help is vitally needed. Show them the benefits to them and to others in their participation.
3. Give them a clear idea of what they can do and what is most urgently needed. Be specific. Then be flexible as they get stimulated and come up with other ideas. Give them definite ideas to work with. Many have had no real experience in helping communities make decisions. Get them out to observe and to participate.
4. Work with individuals as well as making generalized requests to the whole group of home economists. Help each specialist see how her particular field contributes.
5. Show that you have a real concern about social, cultural and human resources and that you appreciate the real importance of issues related to the home and family.
6. State and area resource development staff members may want to have one home economist assigned as a liaison person to help you as you work with home economists.

You have a lot of factors going for you as far as home economics is concerned. We feel that community resource development has considerable prestige connected to it. We want to know more about the power structure and how it works.

HOME ECONOMIST'S ROLE NO DIFFERENT FROM THAT OF OTHER STAFF

We cannot close without saying that home economists have other very important contributions to make in the total process of community resource development. HER ROLE SHOULD NOT BE DIFFERENT FROM THAT OF ANY OTHER EXTENSION STAFF MEMBER. Like other agents she will provide educational leadership and assist with the tasks of organizing planning groups and helping communities study their problems and think of alternative ways of solving them. Like other agents, she will help to carry out the programs needed by communities. As with any Extension worker, the home economist's contribution will vary somewhat depending upon her training and experiences.

Like other workers, she will call upon others and team up with others when she sees needs that are beyond her present competencies. She must know where and how to draw on supporting resources.

IDENTIFICATION, MOLDING AND INFLUENCING LEADERSHIP FOR COMMUNITY RESOURCE DEVELOPMENT*

Man is a rational being. He is a goal seeking animal endowed with special talents which help him overcome obstacles in his quest for change and social improvement. Leadership is a prerequisite to these qualities.

Extension personnel and other change agents have capitalized on the concept of working through local leadership to get their work done. The concept of leadership and all that it involves has been studied extensively. Leadership is an extremely complex social phenomenon. Discussion of it has caused widespread confusion, misunderstanding and conflict of views.

Early studies of leadership were primarily speculative, characterized by the projection of comprehensive systems of thought with emphasis on historical and biographical material. After 1920, there was more emphasis on the scientific approach. In more recent years, we have seen what might be considered a more scholarly approach to the subject of leadership and its development and usefulness in group decision processes. Probably the most important advance in the study of leadership over time could be considered as that of redefinition, reorientation and refinement of the theories and concepts of leadership.

DEFINITIONS

There are several definitions of leadership, depending on the discipline of study and the particular theory of leadership being expounded. There is the school of thought which considers leadership as a trait within the individual. This school sees the leader as a person -- in some societies a monopoly of an aristocracy or dynasty. The theory is the idea that leaders are born not made.

There are some people who believe that leadership is a function of the group. Others see leadership as a function of the situation. For the purpose of this paper, we intend to consider leadership as a process or function through which an individual directs, guides and influences the thoughts, feelings and behavior of others (individual or group) in a desirable direction as defined by the needs and wants of the group.

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*By Johnson Ekpere, Nigeria; Glenn Wilson, Colorado; Donald L. Nelson, Iowa; Duane Olsen, Kansas; and J.B. Williams, Arkansas.

Local leadership is highly essential in view of the expanding responsibility that Extension has had to assume in recent years with limited human resources.

PROBLEMS

Some of the problems of molding the leadership of a community into workable groups can be broken into two categories -- problems of Extension and problems of leadership. Some are synonomous for both groups.

Extension's main problem is the lack of understanding of the whole picture of resource development. We have many experts in some of the various portions of resource development. But as a whole, from the highest to the lowest level in Extension, individuals haven't developed the concept of total resource development.

One of our problems relates to the fact that we haven't worked in a field so large, so abstract, so conclusive of everything. We haven't given much thought to the city council plans, the school board plans, the next county's plans or the state government's plans, excepting when they affect us as individuals and our plans for Extension work. Maybe we haven't realized that our plans and work were affecting the city council's plans, the school board's plans and so on.

We as Extension workers haven't conscientiously tried to identify all segments of the leadership and to bring them together to discuss our problems and theirs. We have been working with people without recognizing all the influences that help them make decisions. We haven't recognized the effect a leader in a neighboring community might have on the people in our community. Extension has also failed to recognize the far-reaching, outside influences on a community.

Another problem we have is how to motivate the total leadership to recognize the interrelationship of community problems. We need to realize Extension's lack of knowledge of what the leadership of a community thinks about their community and its problems or attributes. What do they think about us as change agents coming into a community and upsetting the status quo?

The leadership itself doesn't understand the big picture, and neither does the general public. There is a problem for the leadership as well as Extension.

The varied backgrounds of the leadership are a problem to a committee, as well as pet projects and set ideas of individuals.

The leadership lacks total knowledge about a community. Formal links of communication are also lacking. We have to recognize there are various lines of informal communications between leaders, but not the point of the entire group discussing all of a community's problems.

APPROACHES

As we look to the past, we see Extension's role in providing informal educational leadership primarily in agriculture, forestry, home economics and youth work. We have had the leadership involved in these phases of work. But times have changed.

Extension finds itself confronted with many problems -- the diminishing number of farmers, the exodus from the rural areas and the shift to urban areas, the increased number of women going into the labor force and many other changes.

We realize that we have a responsibility to work with all people of a given county or area and that we should emphasize meeting the needs of the people wherever they live. We recognize that we cannot isolate agriculture from other sectors of the economy or the family from some of the social aspects of the community. Therefore, we find ourselves more and more involved in guiding the planning process, collecting data and helping people in organizations to be successful. To move into this broader concept, we need more and different types of leadership than we have had in the past.

Dr. Niederfrank, a rural sociologist of the Federal Extension Service, points out that there are different leadership positions or types of roles, each with its requirements as to knowledge, skills, relationships and functions:

1. Organizational leadership -- officers and committees.
2. Know-how or subject-teaching leadership -- certain fields.
3. General over-all community leadership.
4. Opinion leadership -- the legitimizers and supporters.
5. Institutional and semi-professional leadership -- news editors, school superintendents, clergymen.
6. Governmental leadership positions -- mayors, county judges, commissioners.
7. Action or service leadership -- call, contact, get facts, or provide transportation.
8. Informal leadership -- the person who may be relatively inactive but whose influence for or against counts a great deal. This may be expressed by a nod or a grunt or by planting an idea ahead of time with someone who does talk.

It was pointed out by committee 1 that community resource development will require diverse clientele and leadership outside our traditional role.

IDENTIFYING LEADERS

In considering identification of leadership, researchers differ in their views concerning the structure of community leadership. Some feel no one group of leaders dominates community decisions. They feel that leadership changes as the situation changes.

Other researchers see the structure of leadership as a pyramid. A few leaders may be involved in many issues. These leaders are surrounded by clusters of special interest committees.

Rogers and others have described three scales of measurement for leadership. They are the sociometric, the key informant and the self-designation measures. Sociometric measures are used when community members are asked where they go for advice concerning particular issues. Key informants are persons from special interest groups who are asked for their opinions concerning leadership. Self designation involves a series of questions to which respondents indirectly reflect their opinions of themselves as community leaders.

Researchers have also described three techniques to use in applying these measures. In the first technique, respondents are selected from those who hold positions as leaders in local organizations.

Respondents in the second, or reputational technique, are selected according to their authority or influence. Roles played by individuals and organizations in community decisions in selected communities is the focus of the third technique.

Differences in purpose, as well as differences in survey methods or measures, are reflected in the variety of terms used to describe leaders for community and resource development programs. Generally these leaders are thought to be among the better educated, long-time community residents and often come from higher income levels. They are likely to be professionally employed, self-employed or executives. These characteristics and the leaders' close association with the community appear to give the leaders a highly developed sensitivity to local interests or needs and insights into acceptable action programs.

VARIATIONS

In considering identification of leadership, we would like to cite two variations or techniques of determining the power structure used in Colorado. The first of these was a survey of the high school juniors and seniors in a community. The purpose of the survey was threefold: (1) to find what the younger citizens felt their community needed for improvement; (2) to find what adults they would look to for leadership; and (3) to acquaint the young people with the Extension Service and resource development.

Working through the local county agent and school administration, we assembled the students and explained our role of University Extension and the concept of resource development.

In response to our first purpose, we received a variety of needs with the larger percentage falling in the recreation field -- centers, swimming pools, etc., depending on the community. Also listed were streets, roads, schools, industry, medical facilities, libraries and several other needs. This information was used when talking to groups and organizations about improving their communities.

In an attempt to identify the power structure of a community, we asked students which adults they would want to help them study and obtain the improvements they had listed. By compiling this test and comparing it to the reputational power structure survey conducted by the Extension Service, we found that in the smaller communities the young people listed 75 to 90 percent of the power structure listed by the Extension survey.

These communities ranged in population from 1,000 to 5,000 and in student enrollment from 250 to 500. In the larger communities, 5,000 to 20,000 population and student enrollment of 750 to 1,400, the young people had a tendency to list more of the school personnel. We estimated that 20 to 40 percent of the power structure was listed. We feel this type of survey has some good possibilities, if modifications are made on the questionnaire.

Another example of a study of power structure was run by Tom LaQuey, Jr. in three northeastern Colorado counties as part of a requirement for his masters degree at Colorado State University.

Using the reputational technique he found a polymorphic power structure in those counties with little or no overlap between issues. Fourteen percent of the power structure had a gross income of $30,000 or more, as compared to 5 percent of another group. Approximately 25 percent of the power structure had completed four years of college work, and one-sixth had completed advanced degrees. One-tenth of the other group had completed college. The age level of both groups was between 41 and 50 years. Less than one-fifth of the power structure were women.

MOLDING LEADERSHIP

After identifying community leaders, we still must mold them into a workable group. Some of the problems confronted here are:

1. Our lack of knowledge about leaders' opinions concerning community resource development.
2. Leaders' lack of knowledge about (a) the meaning of the "community," (b) the meaning of "community resource development," and (c) the lack of formal communication among leaders.

One method aimed at solving these problems was conducted in Iowa. It was the "Seminar Six" program -- a series of educational and informational meetings about social and economic development. It was offered simultaneously in eight southern Iowa counties. Leaders in each county were invited to serve on the Extension Project VII (Community and Public Affairs) Committee. Leaders were to attend the six-part series and then advise County Extension Councils on Project VII educational programs for the future. Series topics included:

1. The changing community.
2. The changing economic base.
3. Economic growth and development.
4. Production and productivity of resources.
5. Population changes.
6. The social action of development.

During the educational process, leaders were put into workshop situations. They discussed problems and goals and completed opinion questionnaires. Opinions expressed in questionnaires proved to be valuable guides for educational programs for the future.

For instance, community leaders in southern Iowa thought that due to the age of farmers in their counties, there would be problems in finding replacements by 1975. (See Table I) This prompted Extension specialists to provide information clarifying this viewpoint. Participants also indicated that they thought the average size farm should be considerably larger than the average size of existing farms if the operator were to make a sufficient family income. It was then pointed out that even if no one

Table I. Opinions Expressed About Social And Economic Development In "Seminar Six" (Southern Iowa) And "NIAD Challenge" (Northern Iowa) Educational Programs.

	Group	Strongly Agree	Agree	Disagree	Strongly Disagree	Total Number Of Opinions
		P E R C E N T				
Identical Statements						
Technological developments in agriculture should be stopped.	S. Iowa NIAD	1 1	4 1	42 24	53 74	81 224
Economic development depends upon increasing the community population.	S. Iowa NIAD	9 3	26 25	63 63	2 9	81 216
There will always be a need for every community which now exists.	S. Iowa NIAD	4 1	22 11	59 74	15 14	85 222
Small communities would be alright if farm consolidation could be stopped.	S. Iowa NIAD	0 1	23 5	62 61	15 33	83 216
Farmers should help businessmen get industry for their community.	S. Iowa NIAD	23 38	73 59	2 2	2 1	86 225
The merging of small schools and churches can contribute to social and economic development.	S. Iowa NIAD	14 20	68 67	13 12	5 1	86 219
Increasing industry is the only way to achieve real economic development.	S. Iowa NIAD	3 5	21 41	65 46	11 7	83 208

Table I--Continued

Similar Statements	Group	Strongly Agree	Agree	Disagree	Strongly Disagree	Total Number Of Opinions
		PERCENT				
Due to the age of present farmers in this county there will be problems in finding replacements for them by 1975.	S. Iowa	24	47	27	2	84
The increasing capital requirements for farming will create problems in finding replacement operators by 1975.	NIAD	23	41	26	10	214
The consolidation of county government would be one way to achieve economic development.	S. Iowa	8	27	50	15	84
The reorganization or consolidation of county government would be one way to achieve economic development.	NIAD	7	61	29	3	223
Centralization of government functions is a threat to democracy.	S. Iowa	12	43	39	6	82
The trend toward bigger and bigger private and public institutions is a threat to democracy.	NIAD	6	40	47	7	208

Table I--Continued

	Group	Strongly Agree	Agree	Disagree	Strongly Disagree	Total Number Of Opinions
			PERCENT			
Our values should determine the technology that is developed rather than the other way around.	S. Iowa	1	59	28	12	79
Our values rather than economic efficiency should determine the technology that is developed.	NIAD	7	53	36	4	189
Unrelated Statements						
Industrial development is more important in the local community than the war on poverty.	S. Iowa	21	62	14	3	94
City life is not as good as rural life.	S. Iowa	7	50	37	6	85
Small schools are as good as large schools.	S. Iowa	4	23	58	15	84
Economic development can take place even with a declining population.	NIAD	19	71	9	1	220
Business in a town will be stimulated by a new industry in the area, even though it may be 25 to 30 miles away.	NIAD	20	78	2	0	211
With farm consolidation and decreasing farm population, it would be possible to close and abandon many county roads.	NIAD	4	45	41	10	223

entered farming, it would still take 30 years to bring farm size up to the leaders' conception of "optimum" size for the area through retirement alone.

A similar educational program was carried out in northern Iowa (NIAD, a nine county area). Table I reveals other opinions held by the leadership in both areas. All tend to provide change agents with knowledge about leaders' opinions of community resource development. Leaders, by talking, exchanging ideas and learning help close the information gap.

Through education and discussion, leaders begin to see that "community problems" are often broader and larger than county problems; they do not begin or end inside political boundaries. In southern Iowa, an eight county Extension Advisory Committee was formed as a result of "Seminar Six" to guide area-wide educational concerns. This group in turn, through the "rubbing shoulders" association, fostered and later formed their own voluntary, independent citizens area development group -- now called Midcrest. But once we have molded leaders into workable groups, we still face the task of expanding the leadership base.

EXPANDING LEADERSHIP

"Over-organized" as our society may seem, research shows that 40 to 50 percent of the people don't belong to any organizations. A far larger number have nothing to do with significant community decisions and actions. In resource development we have an opportunity to develop our leadership, not only numerically, but also into a more diverse leadership.

One way to involve additional leaders is to expand to subgroups, Recognizing the varied interest represented on the overall development committee, some members are not going to be interested in detailed investigation and planning in other areas. Two or three persons selected from this main group in an area can expand to a committee of 10 or 12 outside this main group. This involves new leaders.

Programs are developed and approved by the over-all group. Then action groups pick up these programs and carry out the action phase. This again gives us an additional opportunity to involve and develop other leaders.

The important thing is to involve people in little ways, thus mixing up a reservoir for the future leaders. Keep a roster of persons who are involved or participate in various activities. This can become a helpful reference list for future prospects as needs arise.

As has been said many times, the greatest requirement for work on leadership development is to have faith in the people. We must learn to let some slack in the reins. Leaders must feel some freedom to go ahead. This is the greatest leadership motivating force of all.

MOTIVATION FOR AND INITIATION OF COMMUNITY RESOURCE DEVELOPMENT*

INTRODUCTION

Community resource development (CRD) is by definition a social action process comprising individual behavior change and human resource development as well as group dynamics and overall community involvement for action. In other words, CRD cannot realistically be considered unless it involves the collectivity, either as a group or through its leadership. The self-help feeling among the people is a prerequisite to planned community action, whether change is originated by endogenous or exogenous forces.

The CRD practitioner, who's major role-emphasis is in client education, visualizes CRD as a program by which community citizens become capable of working at the task of changing and adjusting to change. Therefore, his initial steps must be in the area of leadership motivation. This unfreezing of attitudes toward change, and if necessary the development of conditions of unsatisfied needs or arousing consciousness of need for planned action, must be engineered and managed skillfully by the change agent if optimum results are to be expected. Thus, clientele motivation is seen as an intrinsic and essential part of initiating community resource development.

The development and sustenance of a committed and progressive climate amid the collectivity and an involved and "excelsior" state of mind within each individual will provide the needed drive and psychological desire to initiate and carry any social action program through almost any difficulty and maximize satisfactions for all concerned.

DEFINITION AND MEANING

For the sake of understanding and in order to delineate clearly the concepts included in this presentation, we have attempted to define these two related terms: "Motivation" and "Initiation". Motivation may be defined as the mental or psychological process which spurs individuals or groups to action. Initiation, on the other hand, is the physical act of launching a program or a plan. These are highly simplified definitions for very complex subjects. But they do outline the essential differences between the two terms. Motivation, since it is a mental or psychological process, is enormously complex and has not yet been empirically or philosophically explained in any reasonable degree. Initiation of social action is essentially a physical process or part of a total process which can be much more readily explained, understood and controlled.

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At this point, it might be well to emphasize that the mental process of motivation frequently requires an external catalyst. A promise of better working conditions, higher financial returns, the hope of better housing or better living conditions and the vision of a better community are some of the stimulants which may help bring about or release motivation in individuals or groups. However, we should be careful not to confuse the incentives with true motivation, as is often done. For example, we often make statements such as, "The group was motivated by the idea of building a new school," and we think or imply that the new school is the motivation for the efforts of the group. Actually, this group could be offered all sorts of visions of a new school, assistance in building and so on, but unless they are interested in building a new school, there will be no mental process of motivation to provide the drive needed to build it. Perhaps someone described it better earlier in this workshop when they said, "You can dangle a carrot in front of a rabbit's nose, but that doesn't guarantee that he'll hop!" Without going through the mental process of motivation, there just won't be any hop, no matter how tempting the carrot or incentive may be.

Although motivation and initiation are very different in theory, we should also remember that they actually bear considerable relationship to each other in community resource development. Motivation is a continuous, dynamic process which does not, and must not, cease as soon as program initiation commences. No matter how well a project or program is planned and how intelligently its initiation is carried out, the wheels will gradually grind to a halt without the continued driving force of human motivation. Thus, motivation must be constantly present if community resource development is to be effective.

PROBLEMS OF MOTIVATION IN INITIATING COMMUNITY RESOURCE DEVELOPMENT

In considering the problems of motivating people for initiating community resource development programs, it might be helpful to comment briefly on a few significant features of the planning process. As previously mentioned, motivation is an essential component of every stage of the CRD process, and the change agent is often confronted at the initial stage of the process with problems in motivating the people to participate actively.

Programs for developing the community's resources must grow out of the local system's social and economic situation. For such a program to be functionally sound, it must be based on recognized problems, felt needs and desires to the people as related to the resources available in the area.

The process of initiating a program of this nature is necessarily broad in its base. Planning must be done in depth and should go beyond a mere listing of problems and the formulation of a few short-range goals. It should provide for optimum development of both the social and the economic aspects of community life. The kind of people living in the area and their aspirations, abilities and problems ought to be carefully studied and evaluated.

In the field of economic development, such components as financial status, natural and human resources, improvement potentials and available facilities are all critically important items to be assessed before initiating resource development action in a community.

Sound program procedures for initiating CRD will depend upon the thinking of a lot of people. The initiating process is not limited to and should not entirely rely upon the existing local leadership. A great number of systems and groups are involved, and many sources of assistance should be consulted and used. The coordinate efforts of many individuals, groups, organizations and agencies should be evident.

Program development is an educational process from start to finish. Two kinds of educational effects can easily be delineated. First, there is leadership development for those leaders involved in planning. The second effect is related to the process which takes place among the people who are expected to make changes in line with program goals.

The foregoing emphasizes the fact that change agents can expect to be confronted with a series of problems in motivating their clientele to take action in community resource development. Some of these problems directly related to MOTIVATION are:

1. The community may not be aware of its social and economic problems and needs.
2. The people's level of aspirations and value judgments may apeear too low to permit the release and development of adequate motivation for community action.
3, The community may not be aware of available assistance and opportunities for community resource development.

4. Negative attitudes and norms of people such as resistance to change, defeatism, conservatism, fear of the unknown, previous unfavorable experiences, etc., may hinder any CRD program in its initial stages.

Problems of motivation become real challenges that can determine the success or failure of social action programs. There must not only exist a need for change, but people must feel, recognize and want change, and express willingness to work at the task of changing. People become more strongly motivated to make changes when they realize that opportunities do exist for change to occur. It is one of the tasks of the change agent to demonstrate the feasibility and the relative advantages of the proposed changes.

In initiating community resource development programs, one faces varied and sometimes unique problems. For example:

1. The community may improperly identify its effective leadership.
2. There may not be sufficient communication between the leadership and the grassroot public.
3. Inadequate linkage between the various social systems within or without the community involved may cause ambiguity, inefficiency and resistance.
4. There may exist conflicts of interest and program needs among the community leadership and/or the collectivity.
5. The leadership may not be aware of or reach concensus on the needs, wants, desires and problem priorities of the people. When establishing goals, economic development may be favored over social development.

How do these theoretically established problem areas compare and relate to real life situations?

CASE STUDIES

The committee believes it may be interesting and enlightening to review some contrasts and similarities in the areas served by two of its members.

Francisco Mateo Vazquez works in the Cayey-Aibonito area of Puerto Rico where there are 56,500 people on 81 square miles, or 761 persons per square mile. John Logan from the Devil's Lake region in North Dakota works with 50,000 people over 7,000 square miles, or 7 persons per square mile.

The Puerto Rican area is mountainous and characterized by small irregular fields with an average farm size of 33.9 acres. Only about 5 per cent of the fields are suitable for the use of power machinery, so much hard labor is required. The Lake Region is prairie country with broad, flat fields with an average farm size of 690 acres. It is devoted primarily to small grain production, which is highly mechanized and requires little hand labor.

Industry makes a significant contribution to the Cayey-Aibonito economy. Thirty-six per cent of the labor force is employed in manfacturing and construction, whereas only 2 per cent of the workers in Dakota's Lake Region are employed in industry. Despite these differences, the agricultural sectors of the two areas face a number of similar problems:

1. Technology and changing production patterns have led to underemployment on the smaller units.
2. Consolidation of farms has decreased opportunities for beginning farmers so that there is out-migration of productive workers, particularly in the younger age groups. This has left a disproportionate number of children and older people in the rural communities, resulting in a relatively high dependency ratio for the area.
3. Per capita income from farming is low in comparison with other segments of the economy.

Based on the above considerations, the following are seen as obstacles in the way of motivating and initiating resource development in the respective regions.

In Puerto Rico:

1. Resistance to change on the part of the people due to incomplete understanding of problems and opportunities.
2. A lack of well qualified lay leaders and a resulting heavy dependance on Extension personnel to lead the action phases.
3. Inadequate facilities for the change agents, e.g., transportation and communication problems.
4. A feeling of discouragement and futility on the part of local leaders. This stems in part from the failure to obtain funds under some previous federal program by following over-optimistic promises on the part of certain agency representatives. Formidably complicated request and report forms also contribute to the feeling.
5. Low educational level of rural people and jealously between some local leaders regarding credit for certain accomplishments.

In North Dakota:

1. Resistance to change on the part of the people.
2. Incomplete understanding of economic principles by local leaders leading to activities which attack the symptoms of problems, rather than the problems themselves.
3. Immobility of small town businessmen. It is hard to sell a business which doesn't have enough customers to keep it going.
4. Jealousy and competitive attitudes between communities are barriers to intercommunity cooperation.
5. Lack of an area-wide organization or structure through which area leaders may be identified and granted status.

RECOMMENDATIONS

In light of the preceding list of problem areas, either theoretical or actual, the committee feels that the Extension worker can provide effective and dynamic leadership in assisting communities with the development of their human and natural resources. The following recommendations should prove helpful in releasing motivation among a clientele about to be involved in community resource development.

1. One must realize that people are motivated by basic desires, which include the desire for security, recognition, community approval and new experiences.
2. Releasing motivation in a community should be based on the varied interests of its people, a consensus on objectives, adequate communications and systemic linkage.
3. Provide opportunities for self-analysis and decision-making. Involve the people in the problem diagnosis as well as in the prognosis, and make sure every proposal is clearly understood by all the systems involved.
4. The professional worker should make an effort to establish the relationships that reflect understanding and appreciation of the people.
5. Establish and maintain good communication with the leadership and the general public. This relationship should be maintained throughout the entire change process.
6. Give attention to training and developing leaders by using Extension and other institutional resources.
7. Present alternatives clearly when assisting communities in planning for changes in courses of action and setting priorities in resource development.
8. Coordinate all activities for maximum effectiveness with other agencies involved.

SUGGESTED STRUCTURE AND ROLE OF COMMUNITY RESOURCE DEVELOPMENT ORGANIZATIONS*

I. This committee concerned itself with alternative organizational structures and roles of county and area resource development organizations. It recognizes a variety of successful structures and different emphases in the role of community development groups. The following suggestions and the organization chart on page 2 present a composite model based on successful experiences in a number of states. It allows modifications which may be necessary in different situations.

II. Role of the citizen's leadership council:

A. A "leadership" and "think" group to:

1. Identify needs and develop public awareness of these needs.
2. Work with other agencies, organizations and individuals to utilize resources and to develop opportunities.
3. Develop new leadership and action organizations where needed to study alternatives and initiate needed action projects.

B. A coordinating committee to study the need for and to direct and "coordinate" the many federal-state programs for individual and community development.

III. What the council should not be:

A. A direct action agency.

B. A professional staff to direct action projects.

When this happens, the "leadership" group becomes encumbered with details and becomes a single-purpose agency, thereby losing sight of its prime function.

IV. Role of area-of-concern committees:

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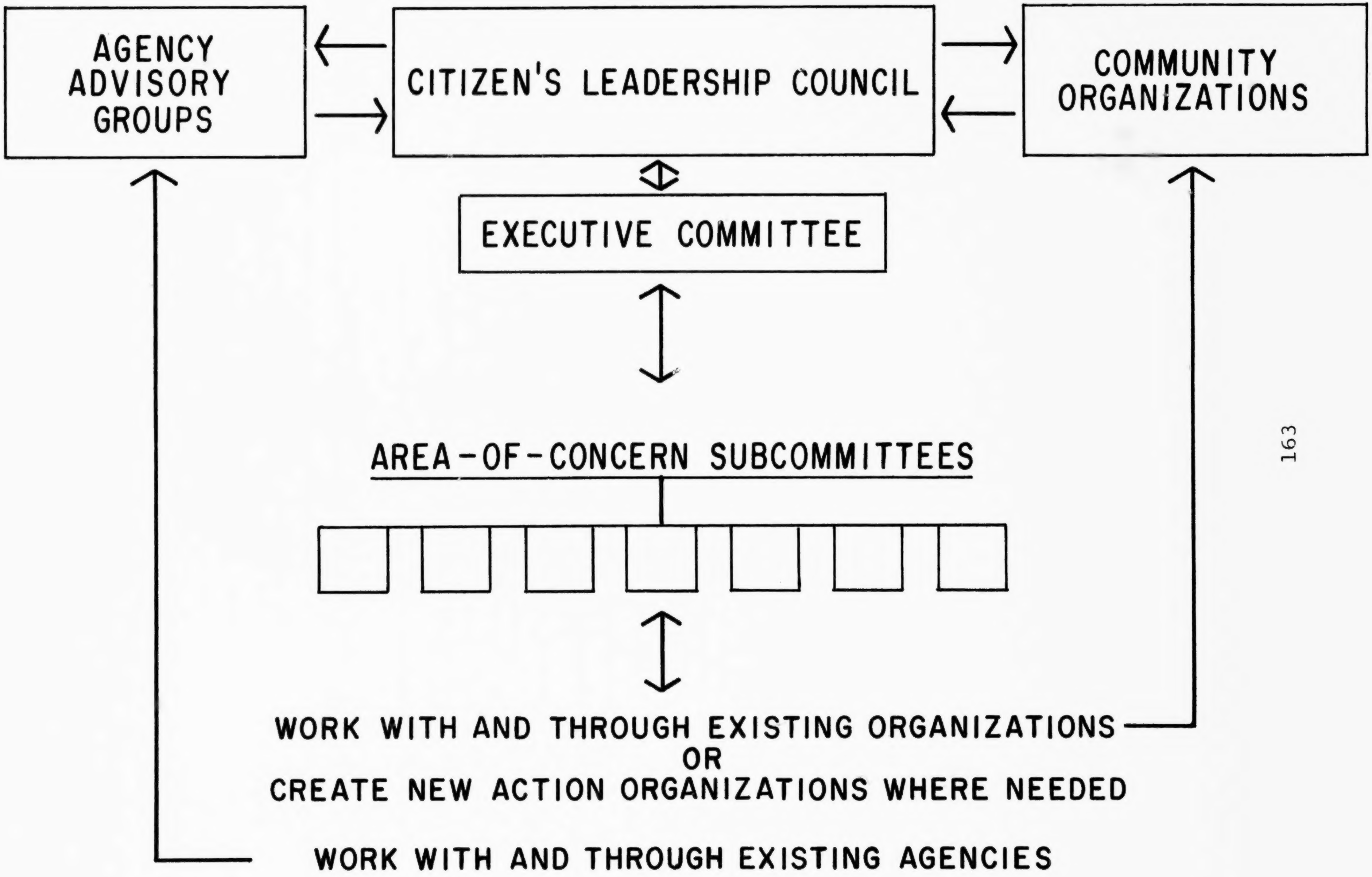
[*] By Bryan Phifer, Washington, D. C.; John Bottum, Ohio; Stanley Colby, New Hampshire; William Beaulieu, Saskatchewan, Canada; Ken Knudsen, Washington; and John Demons, Georgia.


AGENCY ADVISORY GROUPS
CITIZEN'S LEADERSHIP COUNCIL
COMMUNITY ORGANIZATIONS
EXECUTIVE COMMITTEE
AREA-OF-CONCERN SUBCOMMITTEES
WORK WITH AND THROUGH EXISTING ORGANIZATIONS
OR
CREATE NEW ACTION ORGANIZATIONS WHERE NEEDED
WORK WITH AND THROUGH EXISTING AGENCIES

A. Once the council or its executive committee has identified broad areas of need or opportunities, it should look to the appropriate area-of-concern subcommittee for prime leadership.

B. This has these major advantages:

   1. It frees the parent group from organizational and operational details of specific projects.
   2. It develops new leadership.
   3. It utilizes existing professional leadership and talents, such as educational, medical, legal, etc.

C. The area-of-concern committee then should direct its attention to a systematic analysis of the situation, need or opportunity. This involves:

   1. Appraisal of the current situation and prior situation which might influence future action.
   2. Analysis of the available and potential resources which can be utilized or developed to solve the problem or attain opportunities. This includes:
      a. Fact collection and analysis.
      b. Appraisal of knowledge, values and attitudes which will influence action.
   3. Establishment of agreed-upon objectives and specific action goals.
   4. Determination of cost-benefit ratios of various alternative courses of action which might be followed.
   5. Selection of the most promising course of action for attaining the objective(s) from among various alternatives.
   6. Establishment of program priorities.

D. Following this systematic appraisal and analysis, the area-of-concern subcommittee must then concern itself with:

   1. Assigning responsibilities to specific individuals or groups.
   2. Involving and developing necessary leadership.
   3. Developing a plan of work (plan of action).
   4. Developing a budget.
   5. Securing necessary financing (whether private or public).

6. Planning and conducting an educational program to gain the understanding and support of the total community.
7. Launching and carrying out the program, or motivating the assigned action group to launch and carry out the program.
8. Continuously appraising progress and making needed corrective actions.
9. Keeping the public informed of progress.

V. Leadership functions on different levels:

A. Level of understanding, overall needs and situations. The function of the broadly representative citizen's leadership council is:

1. To be a "listening post" for the community.
2. To be receptive and responsive to community suggestions.
3. To lead the thinking of the community.
4. To be alert to new opportunities.
5. To suggest possible courses of action for human, community and economic development.
6. To relate to and interact with existing community organizations and agencies in order:
   a. To get their thinking.
   b. To jointly identify needs and opportunities.
   c. To get their involvement and support.
   d. To utilize their leadership.
   e. To utilize their technical assistance.
   f. To be a "generalist" who can see problems in such a way that "specialists" can be employed effectively.

B. Level of overall program leadership and stimulus. The role of the executive committee is:

1. To provide the necessary on-going leadership to the development organizations.
2. To provide critical analysis of needs and opportunities called to its attention by the parent committee.
3. To identify needs and opportunities which it calls to the attention of the parent committee for its reaction.
4. To relate to and involve local government in order to obtain its thinking, ideas, official support and sanction for both public and non-public action programs.
5. To provide stimulus and to act as a catalytic agent in generating needed community action, either through

area-of-concern subcommittees or through existing community agencies or organizations.

6. To work with specific area-of-concern subcommittees once general agreement has been reached on a given need or opportunity for which the subcommittee should provide "action leadership".
7. To assign "action leadership" to the proper area-of-concern subcommittee.
8. To help select and develop leadership for area-of-concern subcommittee.
9. To motivate, stimulate and support work of subcommittees.

C. Level of "action leadership".

The function of the area-of-concern subcommittees is to provide professional leadership and skills for agreed-upon action projects. For example, school officials should certainly be involved in educational and training programs and projects. Doctors, dentists, nurses and other medical people can do likewise for health projects. This is certainly true of public health nurses and other workers.

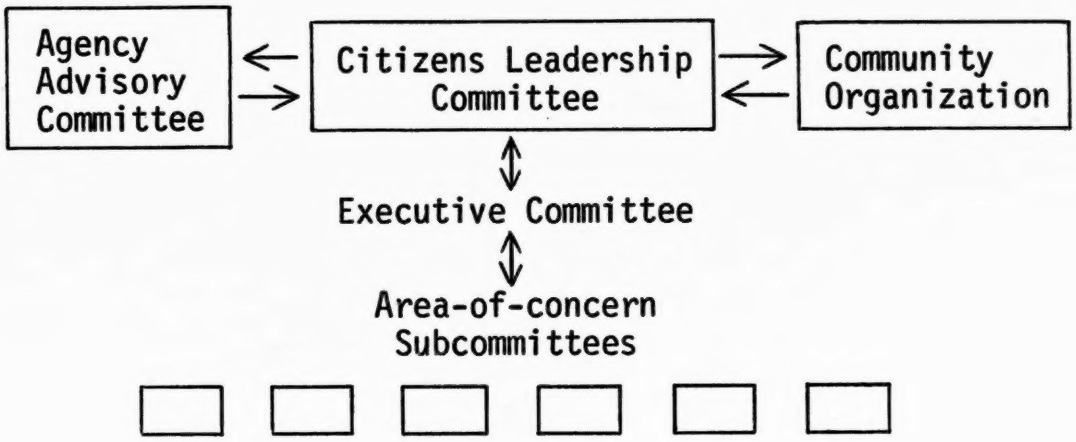
These professionals possess unique knowledge and skills in their professional field which can provide a tremendous asset to action programs and projects. This doesn't mean that professional workers will necessarily serve as chairmen on area-of-concern subcommittees. In fact, they probably should not since people may believe that they have a special ax to grind. But, they should be actively involved as professional resource persons on the specific area-of-concern subcommittee for which they are uniquely qualified to make a major contribution. Moreover, they can enlist the involvement and support of their profession and organizations such as PTA, medical societies and the like.

Area-of-concern subcommittees have the responsibility of:

1. Providing leadership for action programs.
2. Developing new action organizations where needed.
3. Cooperating and working with existing action organizations such as school boards, PTA, health councils, churches, youth groups and women's and farm organizations in order to initiate and carry out needed programs and projects.

D. Flow Chart:

The flow of ideas and the initiation of action programs and projects within a developmental council is not a one-way process. Ideally, it should be a two-way communication process both vertically and horizontally as follows:


Agency Advisory Committee
Citizens Leadership Committee
Community Organization
Executive Committee
Area-of-concern Subcommittees

E. General Leadership Development

Leadership is a skill which is developed through practice as any other skill. If we are to develop new leaders, we will have to provide opportunities for new people to become involved in planning, developing and carrying out programs and projects. As people succeed in small tasks, their confidence and ability is reinforced and they are able to take on more complex jobs. Educators call this reinforcement of learning. Moreover, leadership skills, like playing the piano or riding a bicycle, are not developed overnight. Rather, they are developed through practice over time.

Thus, we must give people extended opportunities to practice leadership if they are to develop into capable, new leaders. As we develop leadership, we develop people. And capable people are the key to human, economic and natural resource development.

What every organization, community and country needs and wants is capable people who can help to bring about changes in:

1. Attitudes - What people feel.
2. Knowledge - What people know.
3. Skills - What people are able to do.

This is true learning, and it's the key to development.

VI. Selection of council members.

Since the primary role of the citizen's leadership council is to identify broad areas of need or opportunities, provide guidance and stimulate actions; the council should be made up of individuals who are broad-minded, dedicated, unselfish, respected and who are sensitive to the community's values. These are the key influential leaders of the community. They are the ones who cause things to happen or not to happen.

The area-of-concern subcommittee will take a little different form for nearly every problem situation. In many cases, the subcommittee will be an existing organization or committee that is interested in working toward a solution to the problem. In other cases, a new subcommittee will be formed for the specific purpose of getting action on a specific proposal. Members of these committees, organizations, etc., generally are more action oriented than the parent council. However, they need the sanction of the parent group before releasing their energies into productive channels.

VII. Starting point for situation analysis.

Many community development organizations have found that surveys of attitudes and knowledge of people in their community can be effectively used by area-of-concern subcommittees as a starting point for analyzing the situation in their area-of-concern. An example of a survey that might be used by a youth subcommittee is a questionnaire called "Broader Horizons" put out by the Federal Extension Service[1].

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[1] U.S. Department of Agriculture, Federal Extension Service, "Broader Horizons", Washington, D.C., 4-H 50 (3-63)

REGIONAL OR AREA CITIZENS ORGANIZATIONS*

INTRODUCTION

Members of this committee have a specific responsibility in coordinating the effort of a regional citizen's committee---The Northern Great Lakes Resource Development (NGLRD) Committee.

This report will deal with four points:

1. Reasons for establishing area or regional development programs.
2. Background and history of the NGLRD Committee.
3. Relationships between Extension staff, citizen's committee and other groups involved.
4. Problems and concerns.

AREA AND REGIONAL RESOURCE DEVELOPMENT PROGRAMS

Some people might question whether area or regional committees would duplicate the efforts of county and community planning groups. However, several basic reasons can be given for organizing area or regional committees:

1. The problems people face are not limited to county and state lines. The bigger problems are often common to a larger area.
2. An area committee can focus attention on major problems. This information can then be channeled to the various action groups such as county, state and federal legislatures, agency heads and others.
3. By approaching problems on an area basis, the resources of the several agencies and institutions can be used to solve the problems.
4. Many problems can be solved best by the area approach.
5. Area or regional planning, if properly communicated, can have a real impact on county and community planning groups.

BACKGROUND OF THE NORTHERN GREAT LAKES RESOURCE DEVELOPMENT COMMITTEE

The NGLRD Committee is concerned with resource development in 81 counties in the northern part of Minnesota, Wisconsin and Michigan.

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*By Don Schink, Wisconsin; John Hodge, Michigan; and Paul Stelmaschuk, Minnesota.

Because of special problems in the area, a task force of U.S.D.A. personnel was established by Secretary of Agriculture, Orville Freemen in the spring of 1963. This task force examined the problems and resources of the area. Among those listed in the report were:

1. Nine per cent unemployment.
2. Heavy out-migration and a loss in tax base.
3. The area had vast natural resources which needed developing. These include water, iron ore, forest and recreation.
4. The area was less productive in agriculture but was well suited for certain types of agriculture production.
5. The area had 1.6 million residents, 56 million acres of land and water, 27,000 lakes, 2/5 of the land administered by public agencies and 50 million people living within a 500 mile radius of the region.

This task force report fostered the Land and People Conference held at Duluth, Minnesota, in September of 1963. Former President John Kennedy addressed the 1200 community leaders attending the conference.

Following the Land and People Conference, the governors of the three states endorsed the concept of a tri-state citizen's committee. Early in 1964, five citizen leaders from each of the states met with the Tri-state Technical Action Panel (TAP) at Iron Mountain, Michigan. The group decided to organize and study problems facing the Northern Great Lake's region. Dr. William Kimball presided at the first meeting. Dr. Gale VandeBerg, Wisconsin, and Mr. Ed Becker, Minnesota, also worked with the committee until other staff members were assigned this responsibility in 1966. Two more citizen members were added to the committee in October, 1964, to make a total of seven representatives from each state.

The NGLRD Committee meets four times each year to examine the needs and problems of the region. They attempt to gather information, to provide answers to problems and to encourage research where information gaps exist. TAP agencies, university staff members and industry representatives have been used by the committee in its quest for information. Topics studied to date include:

(1) Natural resources.
(2) Touristry and recreation.
(3) Transportation.
(4) Land use.
(5) Credit.
(6) Forestry.
(7) Agriculture.

The committee has considered incorporating and staffing. In July 1965 Dr. Weitzell of the Federal Extension Service suggested in a letter to the Extension Directors of the three states that the citizen's committee should:

1. Operate as an informal lay group rather than as an incorporated group.
2. The committee could assist in the development of Economic Development Act (EDA) districts.

In 1965, an agreement was signed between U.S.D.A. and the Extension Service providing funds to cover expenses of citizen members attending meetings of the NGLRD Committee. These funds are contributed by several U.S.D.A. agencies such as Soil Conservation Service (SCS), Agricultural Stabilization and Conservation Service (ASCS), Farmers Home Administration (FHA), Federal Extension Service (FES), Rural Electrification Association (REA), and U. S. Forest Service.

STAFF RELATIONSHIPS

Through special funding from the Federal Extension Service there is now an Extension staff member in each of the three states. They are:

Paul Stelmaschuk, Area Development Agent, Minnesota.
John Hodge, District Extension Natural Resource Agent, Michigan.
Don Schink, Resource Development Specialist, Wisconsin.

Each staff member reports to his own State Extension Administrator.

Mr. Schink, representing the middle state, provides secretary service to the committee and coordinates its effort. Arrangements for committee meetings are made by the staff member in the state where the meeting is to be held. The programs are planned jointly with the executive committee and the TAP chairman. The staff members attempt to implement all committee recommendations and provide information to agency representatives and others concerned. They collect information for the committee as requested.

The three Extension representatives confer often. They meet following each committee meeting as well as confer by letter and telephone. All responsibilities are divided among them.

The Regional TAP is an active supporter of the committee. Recently TAP Committees have been formed in each area explored by the committee. Hopefully, one of the Extension staff members will serve on each TAP Committee. We feel that this coordination is necessary.

One of the problems of the committee is getting information to the local people. We are now sending a summary of committee action to the county Extension agents for local distribution. Personal visits with agents and talks at district meetings will also be a part of our information program. There will be close communication with agents where projects are developing. News reports are being made as projects develop.

COMMITTEE RELATIONSHIPS WITH OTHER DEVELOPMENT ORGANIZATIONS

Throughout the Northern Great Lakes area there are many other organizations and agencies concerned with resource development, although their scope and areas of concern may be less broad. To be most effective, the Northern Great Lakes Committee (NGLC) will undoubtedly need to relate closely to the efforts of these other groups to avoid duplication and confusion and to maximize regional progress. This can be done in a number of ways. It may be possible only to inform the multitude of small townships, county, village and city groups by mass media or direct mailings. Doubtlessly there will be special projects where closer working relationships will be necessary.

For those groups with broader area or regional scope, there must be a higher degree of coordination and communication. The NGLC relationship with the Upper Peninsula Committee on Area Problems (UPCAP) provides a useful example. The chairman of UPCAP is also the chairman of the NGLC. In addition, the Michigan Extension Advisor to NGLC acts as alternate delegate to UPCAP. However, there are many other development organizations throughout the three-state area such as Northern Michigan Action Program (NORCAP), Center for Economic Expansion and Training Assistance (CEETA), the Northwestern Wisconsin Planning Commission, The Wolfe River Planning Commission, Programs of several other universities and the programs of the various agencies such as Office of Economic Opportunity (OEO) and EDA where close ties have not yet been developed. The NGLC will have to address itself to this task in the near future.

It is even more important that the committee begin to develop relationships with the Upper Great Lakes Regional Commission (UGLRC) which has been formed under Title V of the EDA of 1965 wherein economic development regions have been created throughout the United States. The counties covered by the UGLRC include all of those within the framework of the NGLC, plus additional counties in both

Wisconsin and Minnesota for a total of 119 counties in the region. The administrative groups in this commission will include the three governors and their alternates, together with a federal co-chairman and his alternate; however, this individual has not yet been named. The NGLC feels that it can be of great service to the new regional commission. In anticipation of the formation and funding of the new group, the NGLC is developing projects to be submitted to this group. The University of Wisconsin is presently coordinating the efforts of the universities and the TAP agencies in developing beef projects. Michigan State University is undertaking a similar coordination role in the area of horticulture. It is likely that Minnesota may undertake something similar in the potato, dairy, vegetable or land use areas.

In addition, the three universities have met to discuss forming an Extension Research Corporation in order to identify and work together to achieve major common economic development objectives in the area. Title III of the EDA authorizes funds for such technical assistance, research, institutions or economic development. A similar group now exists in the region of Arkansas, Missouri and Oklahoma which is known as Ozarks Unlimited.

A LOOK AHEAD

The NGLRD Committee has now been in existence since 1964. It has developed an organizational structure and has made some progress. However, it is increasingly important that the committee take a new look at itself. This must include its relationship to the political scene. State and national developments have altered this picture, making it important that the committee assess and evaluate its position.

Economic development is a large part of the committee's work, yet important changes have occureed in unemployment and industrial and business activities to give the entire area a degree of prosperity it has seldom seen. This must be considered in developing the future NGLRD Committee programs.

Many of the objectives of the committee are so general that they have little meaning. It will be necessary to restudy these objectives and make them more specific and understandable.

There are problems with committee make-up, its membership and its representation that should be carefully studied. Getting the right kind of people on this committee will ultimately determine its success or failure.

The Committee must restudy its role, its function, its procedures and how it is going to operate. It presently has the assistance and advice of a large number of agency people, and one real measure of the success of the committee will depend on how well it uses this assistance from the various agencies.

The committee must restudy its scope and consider whether it should relate primarily to farming, to agriculture in its broadest definitions or to total resource development. Whatever task it chooses, it must adjust itself to handle any complexities involved.

Another area for concern should be the committee's relationships with other groups and such agencies as EDA., OEO., and the various public and private organizations concerned with development. It must also consider its public relations, how well it communicates and its image.

FACING REALISTIC ALTERNATIVES

Among the alternatives available to this committee are the following four:

1. Forget the whole thing and disband. With so many important needs existing throughout the Northern Great Lakes Area, it is hoped the committee would not adopt this course unless it sincerely felt that this job could best be accomplished in other ways.
2. Strengthen its position of power in the hopes of becoming more effective. Power can be gained by money or sanctions. Sources of money that the group might consider are government loan agencies, private and public foundations, industry, business and other organizations and individuals. For increased sanction, the group could attempt to identify itself closely with agencies that do have money for development.
3. As a third alternative, the group might act as a legitimizer and promoter for development projects within the region. It could operate primarily as a pressure group to obtain the maximum amount of assistance for these projects.
4. A fourth alternative would require the development of a balanced program of planning and action, the effective use of the presently available tools and the creation of new tools as the need arises. It can establish standards and priorities for the developmental activities in the region that would be in accordance with the desires and the needs of the people living there.

The careful selection of one of these alternatives will determine the accomplishment of the committee and to some extent the growth and development of the region. It is important that this committee make this accomplishment. The committee is made up of many capable people who will stay only as long as such accomplishment is apparent. The selection of capable new people will depend greatly on what the committee has accomplished in the past. The committee has a major task of great importance throughout the region and can set a national example. It will need the most capable people it can get.

TRAINING COMMUNITY RESOURCE DEVELOPMENT WORKERS*

U. S. BACKGROUND

Development and improvement of communication require individual and group planning. Every local organization, agency and government unit has a role in planning an action program for development. An area's future depends largely on the foresight and efforts put forth by local people.

The Cooperative Extension Service has the educational and organizational responsibility for community resource development. It must accept this role to the extent that all levels of Extension personnel have a commitment to the task. This commitment must start with an understanding of the basic concept and philosophy and then extend to an understanding of the role of each Extension worker. Further, Extension administration must be willing to commit the necessary financial and manpower resources to carry out its responsibility. A training program for all involved is necessary to develop this commitment and understanding to carry out the process.

Training for workers involved in the community resource development process should be organized by levels of personnel involved, including: (1) administrative, (2) supervisory, (3) specialist staff, (4) area staff, (5) county staff, (6) other agencies involved, and (7) lay people at the local level.

Training should be planned and conducted by state Extension personnel charged with Extension training and community resource development leadership. The training should cover such topics as: (1) concept and philosophy, (2) role of Extension personnel involved, (3) role of other county, state and federal agencies, (4) role of local groups and committees, (5) structure and procedure for the process, (6) help and support available, (7) development of the necessary documents, and (8) procedure for evaluation and up-dating.

Training methods that could be employed include: (1) formal credit courses, (2) workshops, (3) seminars, (4) individual counseling, (5) staff conferences, and (6) assigned study and reading.

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*By Richard Schuster, Wisconsin; and Keith Bradley, Canada. A portion of the material contained in this paper has been taken from the Progress Report on Training For Community Development, by the Working Committee on Training, of the Interdepartmental Advisory Committee on Training Policy.

Professional Extension personnel employed to carry out community resource development responsibilities should have college training, preferably through the masters level, and some appropriate field experience. Workers who have an obvious lack of formal college courses in necessary areas should be encouraged to train to correct such deficiencies. It appears that resource development workers should have as a minimum basic training in economics, sociology, adult education and program development.

CANADIAN BACKGROUND

There are two specific reasons for spending some time in presenting this particular section. One is to emphasize the similarity of the Canadian and United States community resource development philosophies. The other is to serve as a launching pad for explaining the unique manner in which this philosophy was enunciated in Canada.

Federal policy today is directed toward the achievement of several fundamental goals, one of which is the development of a strong society (economically, socially and culturally) in which an ever increasing number of Canadians have access to the benefits of their society so that they in turn may contribute to it more fully.

Community development stems from the premise that such growth and strength are most effectively obtained when the people themselves become concerned about and committed to these matters. Only under such conditions will self-generating development take place and expand.

In community development there are two key elements. One is the accessibility of technical and material resources. The other element, equally important, is the motivation and participation of people in the efforts made to effect these improvements. The human factors are of prime importance. Both the extent to which they are given sensitive consideration and the nature of the approaches applied will determine the constructive achievements of community development or bring about its failure.

Success or failure and the usefulness of the resources made available more frequently will depend, not so much upon the community development worker's knowledge of technical matters, as upon his knowledge of human behavior and his ability to act as a catalyst to develop latent human capabilities.

During the past few years, it has been apparent that a variety of programs are suffering through a lack of well trained community development personnel. Problems arising in the areas of urban renewal, external aid, regional planning, rural rehabilitation, labor mobility, and Indian, Metis, and Eskimo affairs have focused attention upon this need.

Professionals began to feel that not only was specialized training necessary, but that it should be within Canadian terms of reference, that French and English speaking professional workers had to be brought together and that Canadian experiences had to be critically evaluated.

When in November 1963 it was learned that a federal agency was exploring possibilities and thinking of turning to universities for assistance, others with similar needs joined forces with them to form a "Shirtsleeve Committee" to consider the broader picture of training needs.

A detailed account of the activities of this group and scope of these contacts is impossible at this time. However, as a direct result of these efforts Agriculture And Rural Development Administration (ARDA) asked for and was successful in forming an Interdepartmental Advisory Committee on Training Policy within the Special Planning Secretariat of the Privy Council.

A Working Committee on Training for Community Development was named, and promptly engaged consultants to study the federal government's involvement in community development programs and to survey the training programs related to community development in Canada.

With respect to needs, it was found that the following federal government agencies were actively involved in community development through:

1. Indian Affairs and Northern Administration Branches, Department of Indian Affairs and Northern Administration.
2. Welfare and Health Branch, Department of National Health and Welfare.
3. Agriculture and Rural Development Administration, Department of Forestry.
4. Canadian External Aid Office.
5. Canadian Citizenship Branch, Department of the Secretary of State.

There are four major categories in which large numbers of people need immediate training:

1. Senior Civil Servants including Deputy Ministers, Assistant Deputy Ministers, Directors, Branch Directors and Chiefs.
2. Administrative officers including persons in such positions as Superintendents of Indian Agencies, Area Administrators, Directors of Provincial or Regional Organizations and school principals.
3. Teachers, Agricultural Representatives, Forestry Officers and Supervisory Finance Officers.
4. The specialized corps of rural and community development personnel.

As the study of needs for trained personnel in community development was being compiled, another consultant was evaluating the training programs offered in Canada. It was on the basis of the report, Survey of the Training Programs Related to Community Development in Canada, that the Working Committee based its proposal for a federally supported program of education, training and orientation for community development.

The specific recommendations are:

1. A federally supported program of grants and awards for education and training in community development and related disciplines in Canadian and foreign universities.
2. A federal program of enabling grants to Canadian universities and other educational and training centers to assist them to develop or expand programs of study in community development to complement the community development awards program (section 1).
3. A program to provide community development training and orientation to personnel in cooperation with federal departments and agencies concerned.
4. A clearing house and documentation center.
5. A research and evaluation program on community development.
6. A Canadian (bilingual) Community Development Institute. The name of this institute was later changed to Community Development Agency, its function being to bring together and administer the programs mentioned above.

The members of the Board of Governors of the Community Resource Development Agency would be drawn from federal departments, provincial governments, universities, relevant disciplines and voluntary agencies. To quote further from the Electing Committee's report, the functions of the agency would be as follows:

1. To support and develop community development education, training and orientation, the methods used to include a program of awards and grants.
2. To provide community development training and orientation for personnel in cooperation with federal departments and agencies.
3. To act as the clearing house and documentation center for information on community development training and operating programs and projects in Canada and abroad.
4. To support the development of research and evaluation in community development training and operating programs.
5. To foster the planning and coordination of community development training and operating programs in Canada.
6. To administer and provide consultation on the programs related to the foregoing functions.

These then, are the steps which are leading up to the implementation phase of a community development training program. It is a Canadian approach to meeting a severe shortage of trained staff and to avoid competition for and duplication of scarce training staff and training facilities. It will enable various departments to cope with the common problems of setting acceptable standards of practice and evaluation.

It should be stressed that these proposals have not yet reached the operational stage, but they are far more than wishful thinking. We hope by this fall that we will have started some phases of the program.

COMMUNITY RESOURCE DEVELOPMENT IN RELATION TO OTHER PROGRAMS*

William James, a philosopher who lived during the turn of the century, stated that the greatest discovery during his lifetime was that man by changing the innermost thoughts of his mind could change the outer aspects of his life.

The greatest discovery of our time is that man by working in concert with others in a group decision making environment can change his resources and thereby increase human satisfaction for all.

This discovery has lead to the development of formal and informal programs. This paper is concerned primarily with the relationship between these programs and total development and the relationship between these programs (specifically Extension programs with regard to other programs) and the role of the professional Extension community resource development (CRD) worker and his relationship with these programs and total community resource development.

To present the total picture of community resource development in relation to other programs, the remainder of this paper is divided into the following two divisions:

1. The relationships - This section describes the relation of defined CRD concepts with other programs.
2. The role of the Extension CRD worker in relation to other programs in the process of altering resources that increase community satisfaction.

THE RELATIONSHIP

The committee found it very difficult to determine the relationship between CRD and other programs (formal and informal). They could not agree on the meaning of community resource development. To overcome this problem, they decided to retreat to a ground of mutual agreement and evolve from there by systematic analyses.

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*By Galen Kelsey, South Dakota (Chairman); James Edgerton, Vermont; Ernest Hopp, Washington; Felix Acosta Martinez, Puerto Rico; John Quinn, Illinois; Peter Stewart, Nova Scotia; Don Thacker, Missouri; and L. V. Watkins Jr., Oklahoma.

The points of mutual agreement were:

1. Communities want to increase their happiness and satisfaction.
2. To accomplish greater satisfaction, community resources must be altered.

Based on these premises, the committee sought to define CRD by exploring the definition of each word separately. The findings were:

1. Community - A group of people living together, having interests, work, etc., in common.
2. (a) Resource (Big R) - A specific resource or group of resources that must be altered to enable increased or decreased community satisfaction.
   (b) resource (little r) - Something that lies ready for use or can be drawn upon for aid.
3. (a) Development - A step or stage in growth.
   (b) Development - A continuous on-going process.

From these definitions, three separate meanings for community resource development were evolved.

1. CRD - A positive or negative stage of community growth.
2. CRD - A continuous collective process for increasing or decreasing community satisfaction.
3. CRD - A continuous program for bringing about collective action of increased community satisfaction.

With these definitions, an attempt was made to examine the relations between CRD and other programs.

Community Resource Development (a stage of growth) in relation to other programs.

Community resource development may be analyzed by examining how external and internal (little r) resources may be used to alter (Big R) community resources.

Such alterations may come about by:

1. Changing quantity of Big R.	Positive Negative
2. Changing quality of Big R.	Positive Negative
3. Changing the mix of Big R.	Positive Negative

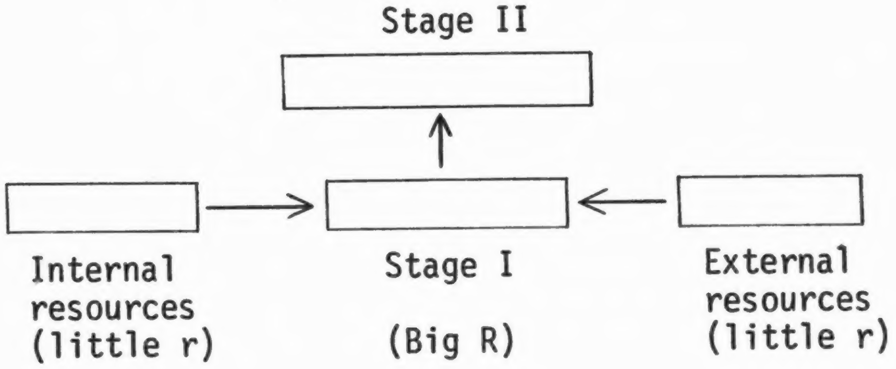
If community resources are altered but other areas (communities) improve their resources more, does development take place? What is an absolute necessity in altering community resources?

This points out four important principles of community resource development:

1. CRD may be positive or negative.
2. CRD is influenced by internal and external little "r" resources.
3. CRD is relative.
4. CRD requires the acts of people.

In this context, CRD denotes a stage of community resource growth that exists because community Resources (Big R) have already been altered to bring about increased or decreased community satisfaction. This indicates a static condition; resources are altered or they remain in their prior undeveloped stage.

The programs are external and internal resources (little r) which in their static sense are available to be drawn upon to alter specific community Resources (Big R). The relation of CRD to other programs is, therefore, one of input-output. If the programs are used to alter the community Resources (Big R), then CRD will move from one stage to another. This is illustrated in the following diagram.



Community Resource Development (a continuous collective process of altering all significant community resources to increase community satisfaction) in relation to other programs.

In this context, CRD is an over-all, dynamic on-going process that moves community development from state to stage. People are always trying to improve the functional performance of their significant community resources through collective effort or enterprise. The dynamics of the process is its continuous nature. When one level of growth is achieved, the forces push on toward the next.

Other programs in this context are the little "r" dynamic, on-going community processes. They are directed processes which are attempting to develop specific resources. If that specific resource becomes fully developed, the program must be altered or abandoned. Likewise, when new or dormant resources need attention, formal or informal programs are initiated to bring this alteration into being.

What makes it dynamic? It is the simple fact that the community circle is an accumulation of many positive and negative sub-committees. Each of these is further sub-divided until one reaches the individual who's mind is filled with a community of attitudes that are based on a community of knowledge which is changing constantly.

The human element is accentuated because all beneficial alterations of resources are made by people who respond individually and collectively in accordance to their evaluation of internal and external sources of knowledge. Therefore, a new plant in a nearby town has no bearing on this community unless the people see it, or hear about it or decide to alter their position to gain from it. Likewise, government programs will not benefit a community unless the people know about them and alter their position to take advantage of them. In other words, all sub-committees must be incorporated into the community before they affect it. Thus, strength depends on the human, natural and man-made resources.

The relation of CRD to other programs in this case is that of the Big R community Resources and its community's resources. CRD is, therefore, a Big R general process made up of the aggregate of all the specific little "r" sub-processes at work to improve community satisfaction.

Community Resource Development (a continuous program for bringing about increased community satisfaction) in relation with other programs.

In this context, major concern is with formal and informal programs (including the Extension service) and their relation to one another. Upon examination, it is evident that all are "little r" and sub-processes of the overall CRD process. They are all attempting to alter community Resources (Big R) to bring about increased community satisfaction, but each has a different function and/or effect on the different (Big R) community Resources. The relationship of one program to another in this context is one of mutual objective, but different function or role.

THE ROLE OF THE PROFESSIONAL EXTENSION RESOURCE DEVELOPMENT WORKER IN RELATION TO OTHER PROGRAMS

In this section the committee seeks to answer one basic question: What does the Cooperative Extension Resource Development Program contribute to overall community resource development that is uniquely different from the contributions and efforts of other agencies and organizations? This is, in part, a problem of semantics and/or purism. However, on the basis of the answer to the above question, the role of the professional resource development agent might be pin-pointed.

Each and every situation varies depending upon the nature of the problem and the resources that might be brought to bear upon it. The very nature of the problem and the availability of resources will suggest a course of action. There is, however, a central theme or activity that is pervasive in all situations regardless of the nature of the problem.

It must be recognized that the community resource development agent has both a functional and a professional base coupled with the premise that change is inevitable.

Functionally, the agent is based at or within a university framework with committments to education and research. To the degree possible, this agent should understand educational philosophy and utilize educational techniques.

Traditionally, the Extension worker has been based in an agricultural setting, receiving funds and support normally through agricultural channels. This is a second functional base that should be taken into account.

Both functional bases are changing. Our universities are rapidly becoming multiversities and are committing themselves in varying degrees to state-wide, urban and rural public service with an accelerating decreasing distinction. Furthermore, the colleges of agriculture as well as the U.S.D.A. are rapidly expanding their dimensions on a broad encompassing plane.

Both functional bases provide institutional entrees and audiences Community planners can initially speak to a group of farmers, not as an individual or as a planner, but as a Cooperative Extension representative. Soil scientists, for example, often find a more receptive audience among planners as a University representative.

In addition to this functional base, which provides entrees, rapport and money, there is a professional base from which this agent operates that differs from, although related to, the base from which the university professor shares with the agent.

From an ethical or philosophical point of view, the change agent has goals, objectives, premises and emphases that are similar to other professions. In fact, the commonality of purpose should facilitate the task of working together in concert.

For the purpose of providing clarity and establishing priorities, distinction is here made between goals and objectives. In general, goals are strategic in nature, therefore long range in achievement. The following are examples of such goals:

1. Maximization of opportunities for individual satisfaction.
2. Total development of the community.
3. A balance of resources within the community.
4. The improvement of individual resources.
5. The improvement of groups.
6. The improvement of individuals.

Objectives, in contrast with goals, are tactical in nature and therefore, shorter range in achievement. The following list of objectives might be considered.

1. The improvement of individuals.
2. The improvement of groups.
3. The improvement of individual resources.
4. A balance of resources within the community.
5. Total development of the community.
6. Maximization of opportunities for individual satisfaction.

As previously mentioned, the extension change agent assumes that change is inevitable. It must also be recognized that change might be in two directions, positive or negative. Positive is usually associated with progress, and negative often confused with the status-quo. If change is inevitable, there can be no status-quo over the long range. Positive change or progress is more often than not instigated and systematic. Negative change or the status-quo is often the product of apathy, ignorance or default.

Finally, there is the matter of emphasis which is really spelled out by community resource development. The emphasis on community implies groups, collections, organizations and systems. Resource emphasizes the human or perhaps social aspects. Development emphasizes action. While most people might agree upon this set of emphasis, it is at this point of action that arguments often arise. This might be due, in part, to the problem of semantics.

Most change agents will agree that their role is not one of imposing their values or standards upon the social systems of the various communities. Since change agents cannot possibly be experts on all problems, what actions are they to implement? The only common ultimate action to all problems is the decision to act. It is this decision that is the crux of the matter.

A negative decision may not be the right one in the judgment of the professional change agent, but to pursue a reversal of the decision is clearly an imposition of the value system of the change agent. An analysis of the decision is clearly an imposition of the value system of the change agent. An analysis of the decision-making process, however, usually reveals the reason why a negative decision has been made. Usually it is the process, not the decision, that is wrong.

On the other hand, if a positive decision is made and action is required, the change agent may continue to assist on the basis of:

1. New decisions that will be required to carry out the decision.
2. In the absence of other professional assistance.
3. In concert with other professionals to assist in implementation.

In conclusion, the role of the professional change agent appears to be:

1. To assure that the right organization is available in terms of leaders, influences, innovators and adopters.
2. That this "right organization" is functional in terms of leadership and group dynamics.

3. That this "right functional organization" has enough information to make decisions in terms of the problem definition and available alternatives.

COMMUNITY RESOURCE DEVELOPMENT AND AGRICULTURE*

Throughout this workshop the emphasis has been on total resource or community development; little has been said about agricultural development. We cannot have total resource development without agricultural development in most counties or areas of the country, because agriculture is a major segment of the economy.

Agricultural improvement is one part of resource development and is complimentary and supplemental to it. Conversely, resource development is complementary and supplemental to agricultural development.

Tremendous progress has been made in agricultural production during the past two decades. Even with this progress nearly one-fourth of all farm families have low incomes. In the United States in 1960, there were approximately 4.4 million farm families - of these 1.5 million had incomes of less than $1000 a year. Therefore, there is a challenge to improve the economic position of this group, either in or outside of agriculture, as well as continuing assistance for the improvement of all phases of agriculture.

For many years various agencies have attempted to improve the plight of the low-income farm family through legislative or other action programs. These efforts have mainly been individual farm and production oriented. Today it is recognized that a broader approach must be made, using new tools of the many new programs and agencies.

However, for these tools to be used most effectively, some vehicle must be developed that will focus all efforts on a problem or opportunity. The "community resource development process" has been very useful in group decision and group action. The community development process basically is one of (a) problem delineation or identification, (b) data collection and analysis, (c) developing a plan of action, (d) program implementation or action and (e) overall evaluation. It is recognized that this is over-simplified and that there are many sub-processes under these main headings which will require considerable time and effort. Community resource development or agricultural development committees must understand this process. Extension must work with these groups in developing an awareness and understanding of this process.

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*By Guy Temple, Pennsylvania (Chairman; Aubrey Hutchison, New Brunswick, Canada; Jack T. Sloan, Texas; and Pat Smythe, Kansas.

In this presentation examples of Extension assistance will be used to indicate the role Extension may play in the community resource development process.

PROBLEM IDENTIFICATION IN CANADA

As a result of a study by the Senate Land Use Committee, a comprehensive land use survey for Canada was begun. It revealed that nearly one quarter of the people in the province of New Brunswick had a living standard below that of the national average. A further analysis of the data revealed that most of these low income people lived in the forest fringe or so-called poverty area. The study also showed that this area is inherently suited to the production of timber for the pulp and paper industry.

The original settlement pattern presents education, transportation and other service problems. Small parcels of occupied lands now depleted of their forest growth or too small for efficient agriculture production have been and still are being abandoned en masse.

The Area Rehabilitation and Development Act (ARDA), Canada's enabling legislation, was designed by the Federal government to accelerate the process of social change while preserving renewable resources. Studies financed by ARDA revealed a number of complex problems - functional illiteracy, unskilled labor force, land use, and an inadequate tax base. Each province is given the responsibility for resolving these problems. To execute this responsibility, areas suited to basic production must be delineated in relation to designated growth areas. Educational facilities must be modernized and expanded. Research is necessary to reach the goal. Existing Federal-Provincial social legislation appears to fit in with the planned concept of social reform.

TEXAS GATHERING AND ANALYSIS

After the problem or problems have been defined, the community resource group must collect more data (if needed), discuss it thoroughly and establish a priority of needs. Extension's role in this step is indicated by an example from Texas.

The Pilot Training School for low-income farmers under the Manpower Development Training Act could have been developed in several areas of the state, but the State Technical Action Panel (TAP) selected the northeast area of 24 counties where extensive studies on development conditions had been made in the past. Rush

County in the center of the area was selected as the pilot county. Rush County is typical of the area with low production and resulting low incomes among the rural farm families. It had a population of 36,000 in 1960, of which 26,000 were white and 10,000 non-white. This was a decrease from 51,000 in 1940.

The median income of white families was $3,862; non-white families had an income of $1,699. In the thirty year period from 1930 to 1960, the number of farms decreased from 6,526 to 1,971. The average size farm increased from 69.0 acres to 175.5 in 1960.

The economy changed from primarily cotton to beef cattle. Agriculture annually brings in approximately $5,000,000 and is second only to oil production. The proceeds from oil are received by only a small number of people.

In light of the conditions in the county and area and the research available, the local TAP committee developed a training program for low income farmers that gave priorities to: (1) developing existing farms, (2) increasing capital investment, (3) improving farm management skills, and (4) increasing family farm income.

Twenty candidates will be selected. Priority will be given to those with less than $1,200 income. To be eligible the greatest portion of the trainee's time and income should be derived from agriculture. The trainee should intend to remain in farming and must have the ability to benefit from the training.

Trainees will be expected to become knowledgeable in farm management and necessary farm practices that will enable them to succeed in beef cattle, grain and truck crop production. They should be able to keep records, develop pastures, construct fences, produce quality hay and truck crops and be able to market both.

The fifty-two week training program will consist of 20 hours of group instruction per week, plus 10 hours of individual instruction and supervision on the trainee's farm per week. They will be paid training allowances while attending classes. The Soil Conservation Service, Agriculture Extension, Farmers Home Administration, The Texas Employment Commission and Vocational Agriculture will participate throughout the training program and assist in accordance with their areas of speciality and experience.

PENNSYLVANIA PROGRAM DEVELOPMENT

Once the problems have been identified, data collected and priorities established, a plan of action must be established. The problem of program development, legitimization and diffusion among the masses is a major consideration. But further the committee must establish goals and obtain means or resource required to reach these goals. This is exemplified by a program from Pennsylvania.

The Schuylkill County Forestry Resource Committee agreed that the development of the lowbush blueberry was more than a one-county opportunity. They determined to search for low-bush growers, processors and other interested persons. This was done by talking with Extension agents and others in those eight counties having blueberry growing areas. This involved local Extension agents in the program, and they in turn had it legitimized by local committees.

These individuals were brought together to discuss the area potential in low-bush berry commercialization, using background and preliminary data of research teams from Pennsylvania State University. This group agreed there was potential and proceeded to more formally organize the Pennsylvania Blueberry Development Association. This organization planned to mobilize support for a new blueberry industry, but most important, to obtain funds and develop field research-demonstration plots to ascertain feasibility under local conditions.

The association decided to contact all individuals, agencies, groups, etc., who could possibly be involved in meeting these goals - the resident and research personnel of Pennsylvania State University who had to be persuaded to perform the research; growers who would donate equipment, labor and test plot areas; processors who would substantiate quantities and quality needed; the local power company interested in any and all development; the Department of Forests and Waters and Game Commission who were concerned about fires in forested areas and who owned large acreage in the blueberry area; State Department of Agriculture and Commerce who could be helpful from the funding and development standpoint, local chambers of commerce; county planning and zoning commissions for protection, oral and if possible financial support; and the Economic Development Administration (EDA) for research funds.

By continuing to seek assistance and contributions from all interests, it was decided that a research-demonstration proposal could be developed, justified to EDA and/or others, to ascertain the feasibility of the commercialization of the low-bush blueberry.

KANSAS COMMUNITY RESOURCE DEVELOPMENT ACTION

When the plan of action has been outlined and understood by the committee and all agencies involved, the action program can begin. Action is illustrated by an example from Kansas.

In the western third of Republic County Kansas, the people established a program of work for a proposed irrigation project. An informational committee was formed to educate neighbors. The Extension Service conducted special meetings for the committee plus general meetings throughout the proposed area. After one year the farmers of the area voted to form an irrigation district.

This did not complete the over-all goals of the steering committee - that of a successful irrigation project. During the first five years, special irrigation meetings and demonstrations were conducted to give assistance in the transition from dryland to irrigation farming. Government agencies cooperated in these extensive educational programs.

EVALUATION

Evaluation is a necessary built-in part of each step in the "social action process". It must be developed for each situation, and may take many forms. A social and economic evaluation of the Kansas example might be that after five years, gross income in the district rose one million dollars. New business sales in the area increased three million dollars, with income and new sales continuing to increase. More farm families moved into the area. The median age of the farmers decreased by ten years. The stability of agriculture attracted new industries.

CONCLUSION

Early in Extension, programming was mainly a single commodity approach - corn, wheat, sorghum, potatoes, etc. As agriculture progresses, a much broader approach must be made. With the complexities of agriculture today, greater use of agencies and programs must be utilized to assist with this challenge. This is not to say that the commodity approach is no longer valid. It has played, and will continue to play, an important role in maintaining an efficient agricultural economy.

Agriculture is changing and will continue to be dynamic -- providing new problems, new opportunities and challenges. The resource development process is a method that can be used to assist these communities in the solution of problems, or to take advantage of new opportunites in agriculture as well as in other phases of community resource development.

COMMUNITY RESOURCE DEVELOPMENT AND TOURISM*

THE OBJECTIVE

The ultimate objective of any economic development program is usually to increase employment opportunities, business opportunities or both. An industrial development program seeks to accomplish this objective by either attracting new industry or expanding existing industry. A tourist development program seeks to accomplish the same objective, but might be viewed from a somewhat different standpoint - the role played by tourism in the over-all economic development of an area or community.

Tourism is but one of several roads that can be followed in order to achieve the objective of the economic development effort. The ultimate objective of the tourist development program must be identical to that of general economic development - that is, to maximize employment and business opportunity in the local area. The attraction of tourists or more tourists, tourist expenditures or more expenditures are but means of achieving the ultimate goal. The actual number of visitors arriving is of secondary importance. It is a means to an end and not an end in itself.

THE PROGRAM

With the objective identified, the likelihood is increased for the development of a program that will lead to success. This program must be aimed at accomplishing the objective. To maximize employment and business and investment opportunities, tourists must be attracted to the area. Therefore, the problem is one of merchandising.

Tourists vacationing in the area are seeking one thing - an enjoyable experience, pleasure or fun. Therefore, the product being sold must be the sum total of the facilities and features, natural and man-made, that makes possible this experience. It includes features that attract visitors i.e., scenic beauty, natural beauty and phenomenon, history, climate, recreational activities, entertainment, an enjoyable meal and a clean comfortable bed. It includes the station that pumps gas into the car, the shop that sells souvenirs, the store that sells needed toothpaste, the direction given to the lost or confused traveler by the highway patrol and the attitude of the area residents.

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*By Stewart G. Case, Colorado (Chairman); L. J. Strickland, Tennessee; Albert R. Pugh, Ohio; and Joseph A. Macialek, Pennsylvania.

The product is the sum total of things that make possible this enjoyable experience. Tourist development is the process by which the product and the market (tourists) can be brought together.

WHAT IS A TOURIST?

In any discussion of touristry (the tourist industry) as an element of or opportunity for resource development, it soon becomes apparent that there is a need for firm definitions.

In his studies of tourism, Jack Crampon of the Bureau of Business Research at the University of Colorado, found wide discrepancies and confusion in interpretations and uses of the terms "tourist", "tourism" and "tourist industry".

To illustrate this difference in definition and interpretation, he points out that in a perusal of ten studies and reports on tourism in 1957, he found the following wide variance in the statistics reported as shown in Table 1.

TABLE 1

VARIATION IN STATISTICS IN TEN TOURISM STUDIES

Item	Minimum Figures Quoted	Maximum Figures Quoted
Total No. Trips	34,900,000	147,800,000
Total Expenditure on such trips	$10 Billion	$24 Billion
Ave. Expenditure per trip	$67.77	$687.68
Ave. Length of Trip in days	6.7 days	17.5 days
Ave. Expenditure per day	$3.87	$102.63

If we are to be assured in our discussion that communication doesn't break down and that our ideas and information do not appear to be contradictory, it is essential that we develop a common working definition as a point of departure.

May we suggest that for the purpose of this discussion, we accept the following arbitrary assumptions:

All TOURISTS are VISITORS, but all VISITORS are not TOURISTS.
All VISITORS are TRAVELERS, but all TRAVELERS are not VISITORS.
All TOURISTS are TRAVELERS, but all TRAVELERS are not TOURISTS.

This relationship is shown in Diagram 1.

Using these assumptions as a basis, we then might define tourists as: "That part of the non-resident, mobile population who visit our communities during a pleasure trip, usually by automobile, and who are overnight users of our commercial accomodations".

A tourist is a person, and there are approximately 190 million people in our nation. A small portion of these are non-mobile. However, approximately 175 million took trips last year. Obviously, many of these trips were short. Although studies show that only 2.1 per cent of these trips were for 50 miles or more, this still adds up to more than 3 1/2 million such trips. The typical vacationer does not travel far. Approximately 75 per cent of the tourists will travel less than 500 miles from their homes.

Tourists, in general, are from the higher income groups. The family with an income of less than $5,000 a year generally does not travel much, and when they do, they make little use of commercial accomodations. According to Crampon the median family income of travelers is 50 per cent greater than that of the non-travelers.

Most trips are short in time as well as distance. Crampon's studies showed that 34 per cent are away from home only one to three days. About 70 per cent of the vacation trips were one week or less. How long does a tourist stay in a given community? About 20 per cent stay one day only. Another 25 per cent stay two days.

THE PROBLEM

If we are to develop the tourist industry in our states, we must first get all our people, including Extension workers, to recognize the value of tourism as an economic resource, which if developed, can bring significant benefits to many of our communities.

WHAT IS A TOURIST ?

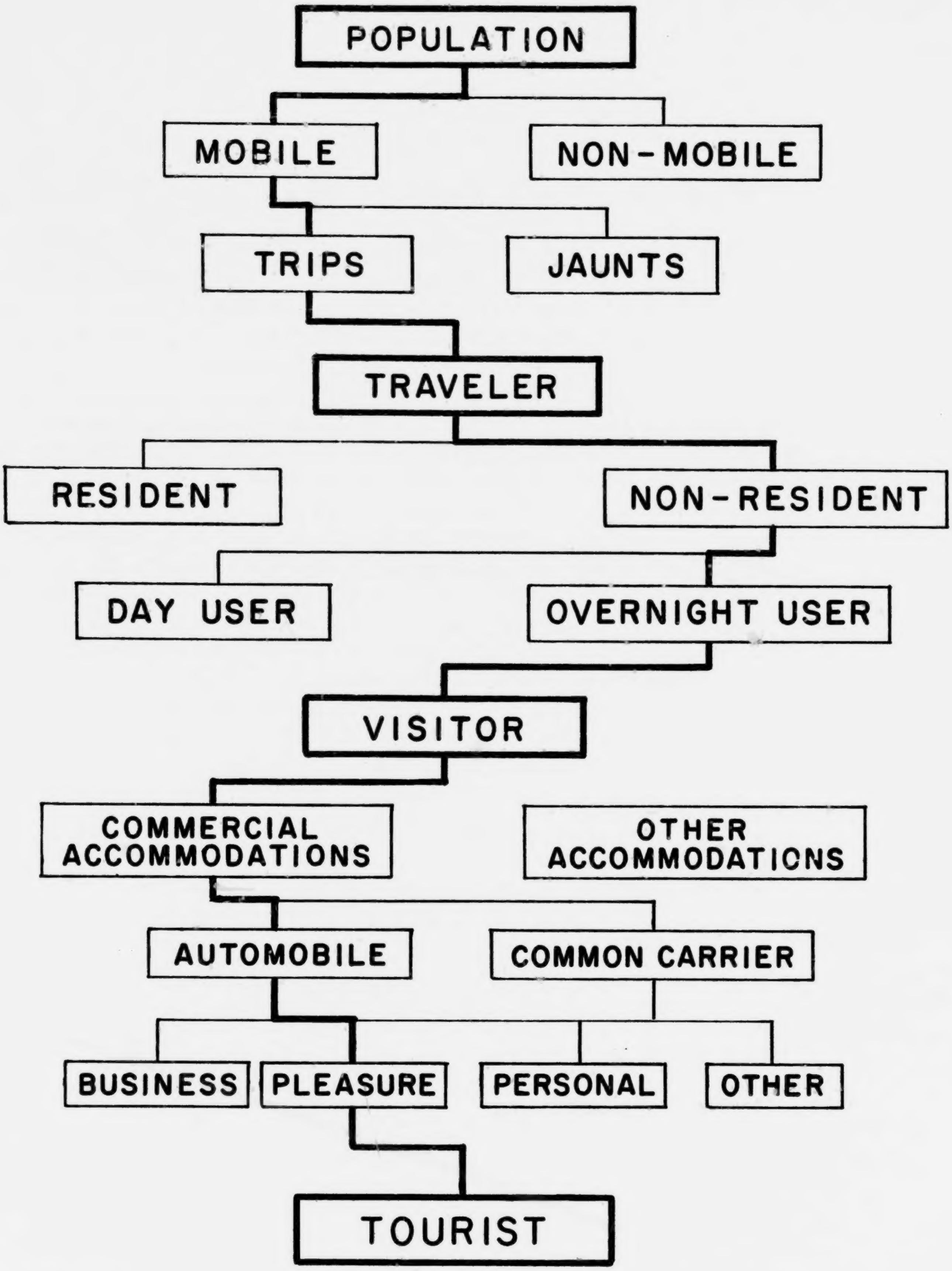
POPULATION
MOBILE
NON-MOBILE
TRIPS
JAUNTS
TRAVELER
RESIDENT
NON-RESIDENT
DAY USER
OVERNIGHT USER
VISITOR
COMMERCIAL ACCOMMODATIONS
OTHER ACCOMMODATIONS
AUTOMOBILE
COMMON CARRIER
BUSINESS
PLEASURE
PERSONAL
OTHER
TOURIST

Diagram 1

As an illustration of the comparative value of tourism as an economic resource, Colorado studies show that tourism when ranked in terms of employment with agriculture, manufacturing, mining and lumbering, was first in nine counties, second in seventeen and third in thirty of the state's sixty-three counties. In other words, tourism ranks either first, second or third in generating jobs in 88 per cent of counties in Colorado.

Secondly, we need to develop an educational program which will help people understand that the tourist industry is like any other merchandising program. On the one hand, they have a product or item to sell; on the other, they have a market which they must encourage to purchase their product. It needs to be understood that the product the tourist industry is selling must be a product the tourist wants to buy - an enjoyable experience. And this includes much more than a comfortable bed, tasty meals and high quality gasoline. Our educational program needs to stress the importance of the one feature that is sometimes overlooked - the hospitality of local people.

Most tourist communities face the problem of both product development and market development. Efforts will have to be made to mold the product to the interests and desires of the market, and at the same time, to mold the interests and desires of the market to the product. Extension faces quite a challenge if we are to provide the necessary assistance in this area.

The third problem is one of evaluation. Unless the success of the program in accomplishing the basic objective is evaluated, the success of the program cannot be known. The chief function of evaluation is to serve as a guidepost or reference point to be used in continuing and future programs. It is obvious that evaluation of what has happened in the past, even the recent past, cannot produce greater success than has been achieved. However, evaluation does play a significant role in future efforts. Here again is a real challenge for Extension if it is to provide the kind of service that may be expected of those of us engaged in resource development activities. The development of tourism in a community is illustrated in Diagram 2.

APPROACHES

Undoubtedly Extension Service programs to solve the above mentioned problems have been launched in many states. The following programs are cited as examples only. They are neither the only such programs nor necessarily the best. They have been chosen as exemplary since they are known to the members of this committee.

THE DEVELOPMENT OF TOURISM IN A COMMUNITY

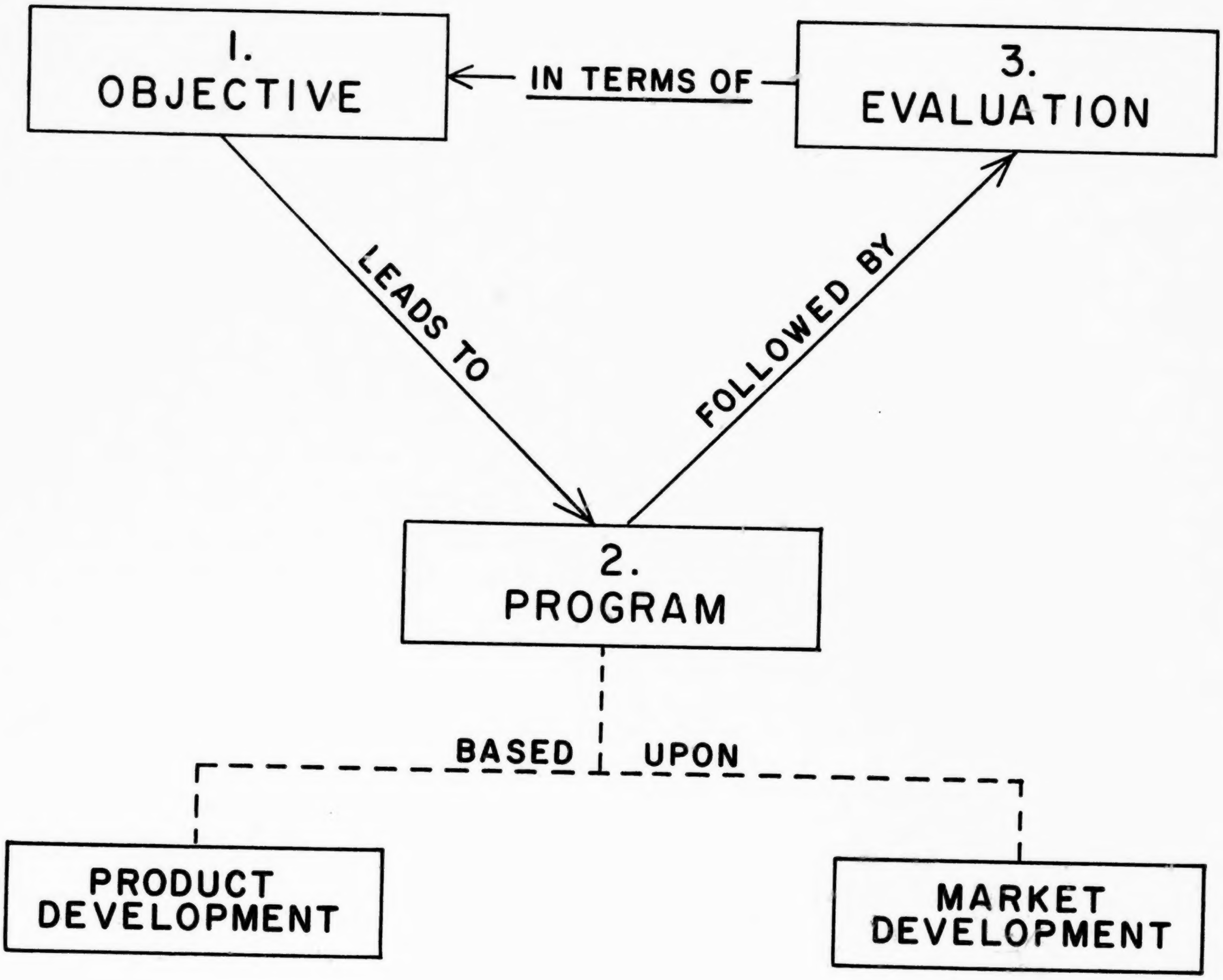
1.
OBJECTIVE
IN TERMS OF
3.
EVALUATION
LEADS TO
FOLLOWED BY
2.
PROGRAM
BASED UPON
PRODUCT DEVELOPMENT
MARKET DEVELOPMENT

Diagram 2

Tourist Host Schools

For the past five years the Colorado State University Extension Service has conducted a series of Tourist Host Schools about six weeks prior to the tourist season. Cooperating with the University is the Division of Advertising and Publicity of the Colorado Department of Commerce, the Colorado Historical Society, the Colorado Department of Game, Fish and Parks, the Colorado University Bureau of Business Research, Colorado State Patrol, Colorado State Forest Service, The U. S. Forest Service, The National Park Service, and the Fish and Wildlife Service. Local Chambers of Commerce and county or area Extension offices sponsor the schools.

Although resort operators are invited, enrollment is most actively solicited among grocery clerks, druggists, service station operators, policemen, waitresses and other local people who may come in contact with tourists. The purpose of the eight hour course is to acquaint the participants with such subjects as:

1. What tourism is and what it means to the economy of the state and area.
2. What touristry development is and how to accomplish it.
3. Facts, figures, history, points of interest and recreation opportunities of the area and state.
4. How to direct the tourist to his destination.
5. Methods of advertising and promotion.

Local residents are used to fill part of the "faculty" chairs and representatives of state and federal agencies also assist. If the enrollees attend all of the sessions, they receive a kit of informational materials and a "diploma."

As a result of the schools, local people have a better understanding of tourists, what tourists are interested in, how to serve tourists, and the value of tourism to the economy of their area and the state.

Tourist Associations - Product and Market Development

Cumberland Mountain Wonderland Association of Tennessee is an embryonic organization recently chartered for promoting tourism and recreation in a twenty - county area.

The organization is an effort of interested leaders to develop machinery for implementing potentials for recreation that were identified through two studies of adjacent areas by the Bureau of

Outdoor Recreation - Area Redevelopment Administration Recreation feasibility study team.

The Agricultural Extension Service Resource Development Department assisted the two area development organizations to develop a study proposal of two separate but contiguous areas. The proposal was approved. The study reports were submitted to local leaders in the summer of 1965. Subsequently, leaders were questioned in each county as to their intent to benefit from recommendations. Each county group of leaders was interested, but didn't know how to implement the suggestions on a single county basis. Each group indicated a willingness to support and cooperate in an area wide effort.

The Resource Development Department offered to call an area-wide meeting. This offer was accepted and resulted in the attendance of 89 of 125 invited leaders from the area at a dutch-treat dinner meeting. Those attending the meeting were very enthusiastic. The result of the meeting was an unanimous approval for organizing a non-profit promotional and development institution under the public welfare charter act of the state. Each county elected a representative to attend an early meeting to select a temporary steering group authorized to secure a charter.

The charter was granted June 6, 1966, empowering the organization to, among other things, promote tourism, recreation and associated activities in relation to the development of the principle objectives. Activities that are expected to be involved are: tourist host schools for owners and employees of businesses serving tourists, advertising the area, land-use planning, planning and developing quality attractions and upgrading present recreation facilities, promoting adequate transportation facilities such as access roads and scenic park-type roads, up-grading present road systems, airports and boat travel, improvement of present public areas such as state parks and state forests, and cooperating closely with and encouraging local county and state efforts in further developing the local touristry efforts.

The group is enthusiastic and expects to begin with a $25,000 annual budget.

The Agricultural Extension Service Resource Development Department and other departments continue to counsel and advise thelleadership in developing activities. Other state and federal agencies have also pledged aid to this young ambitious organization.

In-Service Training Programs

Pennsylvania has conducted in-service training for Agricultural Stabilization and Conservation Service (ASCS), Farmers Home Administration (FHA), Soil Conservation Service (SCS) and Cooperative Extension personnel in commercial recreation enterprises.

In the spring of 1966, workshops were held to increase the capabilities of agency personnel working with commercial recreation enterprises. Another goal of the workshops was to encourage a team approach in advising prospective recreation enterprise proprietors. Speakers at these workshops discussed research findings on the make-up of successful camp grounds, the economic importance of tourists to the community, the limited potential success for low-income farm operators as recreation entrepreneurs, health and sanitation regulations as related to recreation enterprises and each agency's relationship to rural recreation business.

The climax of the two day workshop was a case study of a potential farm camp ground. Information given to the groups for decision making included soil and contour maps of the area, a road map showing location in relationship to major highways, the farm crop and livestock program, family size and age, proximity to other recreation enterprises and previous business experiences of the family.

This workshop helped each participant to become more competent in advising farmers interested in recreation as an alternate use of land. It also helped the agencies to see the need for a team approach when advising rural recreation business.

Farm Vacation and Private Recreation Enterprise Program.

Recreation is one of the fastest growing enterprises or industries in Ohio. The greatest increase in demand is near the larger populated centers. To meet this demand for outdoor recreation, the Ohio Cooperative Extension Service has one area Extension agent in outdoor recreation in southeast Ohio and a half time specialist on recreational programs.

In 1959, the Extension Service was instrumental in getting a group of farm families to cooperate by providing their facilities to the vacationing public. This venture proved successful, and new families joined the farm vacation group.

Educational programs on such things as keeping business accounts, preparing food in quantity, selecting furnishings, linens and laundry equipment, advertising and future development was provided the group.

The Ohio Farm Vacation Association now encompasses eight counties in southeast Ohio. The quality vacation farms have steadily increased in number and are providing an income to farm families. Gross income on farm vacation enterprises ranged up to 4,000 dollars annually.

In 1965, a number of educational workshops for private recreational development was held in Ohio. Owners and operators of recreational developments were assisted in record keeping, insect control, weed control, pond management, future expansion, complementary units and others. Dealing with the public was one of the most important topics for management and staff. These recreational enterprises will continue to grow in number and will demand educational programs and assistance.

The Cooperative Extension Service, ASCS, FHA and SCS placed emphasis on recreation at a workshop in each district to resolve who does what in assisting farmers or land owners in the recreation field. The objectives of the workshops were:

1. To acquaint the agencies with the recreational situation.
2. To encourage cooperation on recreational projects.
3. To develop an understanding of all the factors involved in recreational planning.

Evaluation

A good example of evaluation of the impact of touristry is the following study of the contributions of tourism to total business volume in Missouri.[1] It may be a good indicator of what tourism contributes to business in your area. Results of this study are given in Tables 2 and 3.

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[1] Ronald Bird and Frank Miller, Where Ozark Tourists Come From, And Their Impact On Local Economy, (Columbia: University of Missouri, 1962).

TABLE 2

CONTRIBUTION OF TOURISM TO BUSINESS VOLUME

Type of Business	Per Cent attributed to Tourism
Food (Retail)	13.8
General Merchandise	18.6
Apparel and Accessories	13.6
Drugs	11.4
Taverns-Bars-Liquor Stores	34.8
Restaurants	49.4
Furniture-Furnishings	12.6
Lumber-Hardware and Building Materials	13.1
Auto Dealers and Garages	15.8
Gasoline Stations	31.5
Farm Supplies and Agricultural Products	8.5
Amusements	33.1
Other Retail	12.2
Motels and Hotels	94.5
Other Service Firms	4.5
Mean Contribution	21.3

TABLE 3

DISTRIBUTION OF TOURIST DOLLAR SPENT FOR SELECTED ITEMS

Item	Tourist Surveys	Retailers Opinion
Per cent of Tourist Dollar spent for:		
Food	27	25
Lodging	21	19
Transportation	22	28
Other Retail Purchases	14	24
Entertainment	11	3
Services	5	1
Total	100	100

SUMMARY-THE ROLE OF EXTENSION IN TOURISM AND RECREATION

Recreation and tourism are such important segments of community resource development that Extension cannot afford to ignore them in developing educational and organizational assistance programs.

There is an immediate need for programs which will create an awareness of the economic potential of both tourism and recreation among Extension personnel and community leaders. There is also a need to recognize the contributions of recreation to overall growth and development of the community as a desirable place in which to live and work. Equally important is the need for education programs that assist operators and potential operators of tourist enterprises and related service. Organizational assistance to those forming a group is also needed in tourist and commercial recreation enterprise development.

If Extension is to develop such programs and provide the needed service, staff competencies will have to be increased through:

(1) Additional staff members with specific full-time responsibilities in the areas of tourism and recreation.
(2) A diversion of present staff and/or greater utilization of present staff resources.

Extension staffs are composed of specialists with many and varying competencies. The staff should be encouraged to assist by providing leadership, training, guidance and counseling service in the areas compatible with their fields. These subject-matter specialists can provide valuable assistance in the areas of management, record keeping, marketing and advertising, planning, landscaping, weed control and groundkeeping, housekeeping, furnishings, quantity food service and many other traditional subjects.

The development and utilization of local resources for touristry and recreation demands leadership of the highest order. If Extension is to provide this leadership, it must recognize that:

(1) Extension has a unique opportunity to help people understand and develop recreation and tourism.
(2) Tourism and recreational development to be satisfactory and acceptable will require local citizen participation.
(3) Cooperation among agencies, groups and individuals, both public and private, stimulates understanding of tourism and recreation as important phases of resource development.

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PARTICIPANT EVALUATION SUMMARY
OF THE
SECOND NATIONAL
EXTENSION WORKSHOP IN COMMUNITY RESOURCE DEVELOPMENT

By Gale H. Lyon*

This is a summary of the evaluation of the Second National Extension Workshop in Community Resource Development held at Michigan State University, July 11-22, 1966. The workshop was attended by 54 participants from 29 states, Canada, Puerto Rico, Washington, D. C., and Nigeria. Four of the 1966 participants were also in attendance at the 1965 workshop.

The 1966 workshop was planned to provide comprehensive training in community resource development for Extension personnel. A National Guidance Committee assisted Wm. J. Kimball, Workshop Coordinator, in establishing objectives and policies for conducting the workshop. Two major program phases were emphasized: (1) the development of an appropriate framework for community resource development, and (2) the development of operations materials. The two-week workshop consisted of seven seminars with "experts" in various community resource development specialties. These were interwoven with seminars presented by workshop "participants." The seminars provided a media to the participants for exchanging community resource development experiences. Topics presented by the "experts" consisted of:

1. Community Resource Development Defined.
2. A National Perspective For Extension Work In Community And Resource Development.
3. Extension Committee On Organization And Policy Looks At Increased Community Resource Development.
4. Increasing University Roles In Community Resource Development.
5. The Economics Of Community Resource Development.
6. Overcoming Human Resistance To Change.
7. Improving Organizational Effectiveness in Community Resource Development Programs.
8. Accepting The Extension Challenge For Increased Community Resource Development.

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Topics of participant seminars were:

1. The Philosophy Of Community Resource Development.
2. The Role of Extension In Community Resource Development.
3. The Concept And Philosophy Of Resource Development In Alabama.
4. Women As Members Of The Community Resource Development Team.
5. Identification, Molding And Influencing Leadership For Community Resource Development.
6. Motivation For And Initiation Of Community Resource Development.
7. Suggested Structure And Role Of Community Resource Development Organizations.
8. Regional Or Area Citizens Organizations.
9. Training Community Resource Development Workers.
10. Community Resource Development In Relation To Other Programs.
11. Community Resource Development And Agriculture.
12. Community Resource Development And Tourism.

The workshop was preceded by a pre-workshop conference which was attended by members of the National Guidance Committee for the 1966 workshop and the "experts." Each of the "experts" presented a summary of his paper at this pre-workshop conference which was held in Chicago on May 17-18, 1966. This conference proved valuable in eliminating duplications, providing the logical sequence of topics, arranging the presentations so they would compliment one another and providing the final workshop policy and details.

The evaluation here reported was made by the participants. In all, 52 usable reports were received from the participants. The report form used in the evaluation was reviewed and approved by the workshop steering committee. It was prepared by the author with the assistance of the workshop coordinator and Federal Extension Service colleagues.

THE OVERALL WORKSHOP

Participants almost unanimously praised the overall workshop. They were quite free with adjectives such as "excellent" and "outstanding." Some delegates reported it to be the finest workshop that they had ever attended. More objectively, participants were asked to rate the value of the overall workshop in helping them do their job. A five-point scale was arranged for the ratings. The responses are recorded in Table 1.

TABLE 1

PARTICIPANTS' OVERALL EVALUATION OF THE VALUE OF THE WORKSHOP IN HELPING THEM DO THEIR JOB

Evaluation	Respondents
Great	12
Much	32
Some	8
Little or none	0
No opinion	0
Total	52

Of the 52 respondents, 32 considered it of "much" value, 12 of "great value and 8 reported "some" value in helping them do their job.

The combined written and tabulated responses conveyed the impression that the conference was attuned to the needs of the participants and of the highest caliber in practically all respects. Obviously, it won the support of practically all who attended it. Selected comments of participants may help convey the general attitude toward the workshop.

> It defined the area of community resource development well, with a balance between expert knowledge and examples of practical applications which provided information on and clarified the broad meaning of community resource development one must consider if he is to be as effective as possible in Extension and maintain a useful purpose for Extension in the community.
>
> The workshop was an excellent opportunity for professional improvement in Community Resource Development. Its design provided for complete examination of the "experts" presentation, as well as the free exchange of ideas between the participants--an excellent training procedure.
>
> The workshop increased my understanding of Community Resource Development, my outlook on the vast problems of rural people, and some principles for attempting to solve them. Several case studies of successes and programs are most educating.

> Excellent. It has been a great experience the various speakers and reports, giving me a broader viewpoint, or making me reconsider various phases of work, programs or philosophy.
>
> An excellent workshop. It gave me a broader understanding of the nature and scope of Community Resource Development. The discussion periods which followed the experts' formal presentations were interesting and stimulating.
>
> A wonderful experience. I have gained a great appreciation of the many problems facing Extension. The seminar with the experts was particularly interesting, particularly in the light of the discussions following each presentation.
>
> Very good - a mixture of practical and theoretical.

Even though the overall attitude of participants was quite favorable, there were suggestions for improving various parts of the workshop. Eight persons reported in Table 1 that the workshop was only of "some" value to them in helping to do their job. Obviously, this is something less than desired by the workshop committee. Comments of some of these respondents will help reveal their reasons for a lower rating.

> Too much philosophy and theory and not enough practical information.
>
> Good review of program emphasis and importance. A little too much time spent in committee participation.
>
> Worthwhile - seminars were too long, however. Topics were worked to death.
>
> Please take these criticisms with a grain of salt. I was a "fringe participant." That is, some work in Community Resource Development is but only a small part of my job responsibility. I'm sure that the dyed-in-the-wool Community Resource Development

> people will react quite differently. Also my background experiences made much that would be new to others, repetition for me.
>
> Very helpful in my type of work; well-organized, planned and run. A little too long and dragged in spots, but these are fairly minor criticisms.

These comments exemplify the adverse viewpoints of this group of participants. As stated earlier, the large majority were very complimentary and favorably impressed by the workshop.

SEMINAR WITH THE EXPERTS

In all, eight "experts" presented seven subjects (a two-member team approach was used for one subject) which were appropriately spaced throughout the workshop. Comments of participants revealed that they were extremely pleased with these presentations. There appeared to be greater satisfaction with the "Seminar with the Experts" than with other aspects of the workshop. Their ratings are summarized in Table 2.

TABLE 2

PARTICIPANTS' OVERALL EVALUATION
OF THE SEMINAR WITH THE EXPERTS

Evaluation	Respondents
Great	22
Much	30
Some	0
Little or none	0
No opinion	0
Total	52

Based on rankings by participants, the topics which seemed to be most preferred were: "Overcoming Human Resistance to Change," "Community Resource Development Defined," and "Accepting the Extension Challenge for Increased Community Resource Development."

Participants were requested to list community resource development topics which should be considered for future use by experts in similar workshops. Among those most frequently suggested to be added were topics relating to physical planning, political science and special economics subjects.

However, participants repeatedly emphasized in comments that all topics were appropriate for their needs.

> Great - Contents of the "experts" presentations in most cases were broad in base, but they were significantly pertinent and specific to be current in an action Community Resource Development program.
>
> Much - Experts were well selected, prepared and presented them well.
>
> Great - This was the highlight of the seminar. Not a dud in the entire group. Although all of us cannot follow exactly their methods, their principles and philosophy of resource development was most helpful.

Overall, it appears that the "Seminar with the Experts" was very successful. Every participant thought this phase of the conference was well above average, and almost half of them considered it to be of "great" value. There were a minimal number of suggestions for improving this segment of the workshop which is indicative of the high caliber of planning and presentation which characterized it.

SEMINAR WITH THE PARTICIPANTS

The respondents generally regarded the "Participant Seminars" to be of slightly less value to the workshop than the "Seminars with the Experts." This is clearly evident in their objective rating of the "Participant Seminars" reported in Table 3. It is less apparent in the comments of the respondents.

The objective ratings reported in Table 3, when compared with those in Table 2, reveal the difference in attitude of participants regarding the two segments of the workshop. Six respondents regarded the "Participant Seminars" as "great" while 22 ranked the "Seminars with the Experts" equally high. There was a similar downscaling of ratings at each evaluation level for the "Participant Seminars." In fact, three respondents considered the "Participant Seminars" to be of little or no value.

TABLE 3

PARTICIPANTS' EVALUATION
OF THE "PARTICIPANT SEMINARS"

Evaluation	Respondents
Great	6
Much	19
Some	24
Little or none	3
No opinion	0
Total	52

Topics presented in the "Participant Seminars" which were considered to be of greatest usefulness to participants were as follows: "Women as Members of the Community Resource Development Team," "The Philosophy of Community Resource Development," "The Role of Extension in Community Resource Development," and "Identification, Molding and Influencing Leadership for Community Resource Development."

Comments of the participants suggest their attitude toward this segment of the workshop.

> These were very near the level of the experts' seminars with some exceptions on both sides.
>
> This is where the real idea exchange between states took place.
>
> Some were "old hat." Expert sessions lengthened for more discussions and participant seminars dropped I would not complain.
>
> The mix of expert and participants' seminars added much to the workshop.

ATTAINMENT OF OBJECTIVES

A list of ten objectives was established for this workshop by the National Workshop Committee. These became the guidelines around which the workshop was structured. Participants were requested to consider each objective and then to indicate by use of a five-point rating scale, with five as the highest, the extent to which each objective was fulfilled. The simple arithmetic mean was computed for each objective. The objective and its mean rating are reported in Table 4.

TABLE 4

WORKSHOP OBJECTIVES AND THE ARITHMETIC MEAN OF PARTICIPANT RATINGS

Objective	Arithmetic Mean
To increase knowledge, understanding and appreciation of the national, regional, and so far as possible, the state and local perspective and outlook for increased community resource development.	3.80
To gain knowledge and understanding about the dynamics of change in American communities.	3.55
To gain increased understanding of human motivations related to community resource development.	3.78
To learn the theory and practice of social action and community organization in community resource development.	3.73
To understand the analytical process and its application to community resource development.	3.07
To gain increased understanding of basic principles of community resource planning and development.	3.69
To learn how to more effectively involve people in planning and the development process.	3.76
To gain knowledge and understanding of the relationships between public and private investments in all segments of our economy.	2.53
To develop alternate approaches for programs in community resource development and the training of both professional and lay workers for implementing optimum development.	3.28
To gain new insights and consider new opportunities for increased Extension roles in community resource development.	4.03

The highest mean rating was 4.03 given the objective, "To gain new insights and consider new opportunities for increased Extension roles in community resource development." In contrast, the objective relating to knowledge relative to public and private investments was given a mean rating of 2.53. Those objectives relating to the behavioral sciences seemed to have been more nearly fulfilled than others. Those scoring lowest were related to economics, planning, analysis or operational techniques and change in American communities.

PREFERRED SCHEDULE FOR FUTURE WORKSHOPS

Participants were requested to report their opinion of the most desirable period for this type of workshop. They were provided the opportunity to indicate the specific days of three consecutive weeks when this workshop should be held. Of the 52 respondents, 46 suggested that it start on a Tuesday, and 45 requested that it end on Thursday of the second week. Less than half of those reporting wanted to start on Monday and end on Friday. Only six persons suggested that the training period be extended into the third week.

In summary, a large majority of participants recommend an eight-day workshop which would start on Tuesday of one week and end on Thursday of the second week. This would leave Monday and Friday open as travel days.

FREQUENCY OF A NATIONAL COMMUNITY RESOURCE DEVELOPMENT WORKSHOP

The overwhelming majority recommended that the Community Resource Development Workshop be held annually as indicated in Table 5. Eight persons suggested that it be held every two years, and only one recommended it be held every third year.

WHO SHOULD ATTEND NATIONAL WORKSHOPS?

Participants gave their recommendations about who should be invited to attend the National Community Resource Development Workshop (Table 6). Their recommendations primarily involved state Extension administrative personnel, state Extension program personnel, state Extension specialists and area Extension resource development agents. Only about half of the respondents suggested that county Extension staff personnel be included in this type of workshop.

TABLE 5

PARTICIPANTS' RECOMMENDATIONS AS TO HOW OFTEN A NATIONAL COMMUNITY RESOURCE DEVELOPMENT WORKSHOP BE HELD

Frequency	Respondents
Every year	42
One in 2 years	8
One in 3 years	1
One in 4 or 5 years	0
No response	1
Total	52

Presumably the training of county staff personnel is considered a function of the state and area Extension staff. The training capacity of a national workshop limits the number of participants, and as long as there is strong demand from higher echelons for this training, there will be only limited space for county Extension staff members.

TABLE 6

PARTICIPANTS' SUGGESTIONS AS TO PERSONNEL WHICH SHOULD ATTEND NATIONAL COMMUNITY RESOURCE DEVELOPMENT WORKSHOPS

Personnel to be Invited	National Workshop
State Extension administrative personnel	45
State Extension program personnel	43
State Extension specialists	40
Area Extension resource development agents	42
County Extension staff personnel	24
Other college and experiment station personnel	12
Technical Action Panel personnel (TAP)	5
Other State government agency personnel	5
Other federal government agency personnel	10
Other groups	4

PARTICIPANT SUGGESTIONS FOR FUTURE NATIONAL COMMUNITY RESOURCE DEVELOPMENT WORKSHOPS

The satisfaction gained from the workshop, expressed by participants and related in an earlier section of this report, was often reaffirmed by participants when asked for suggestions to improve the workshop. Nevertheless, there were some suggestions made which seem positive and constructive and therefore useful in planning future workshops of this type.

A suggestion which was mentioned most frequently was that the participants present additional real examples of community resource development which are now being conducted or have been carried out in the states. Another suggestion would have the planners petition state resource development personnel to determine currently pertinent problems, concepts and solutions which might be useful subjects for the workshop agenda. There were several suggestions about the most desirable location for a community resource development workshop; most of the participants suggested satisfaction with Michigan State University. There were suggestions of a more remote site, but others favored a less remote site. Some suggestions would move it further west, while some favored a more easterly location. One suggestion was that it be moved annually so that it would have maximum benefit for some selected states. Other suggestions for improving the workshop were mentioned only once or were so infrequent that they don't warrent reporting as a commonly accepted suggestion. Workshop planners, however, will have access to all suggestions for consideration in planning future workshops.

REGIONAL COMMUNITY RESOURCE DEVELOPMENT WORKSHOPS

Participants in the 1966 National Community Resource Development Workshop generally agreed that additional regional community resource development workshops would be practical at this time. A summary of their responses are reported in Table 7.

TABLE 7

PARTICIPANTS' REPORTS AS TO WHETHER OR NOT COMMUNITY RESOURCE DEVELOPMENT WORKSHOPS WOULD BE PRACTICAL ON A REGIONAL BASIS AT THIS TIME

Response	Participants
Yes	38
No	4
Don't know	10
Total	52

DURATION OF REGIONAL WORKSHOPS

The majority of the participants believed that the regional workshops in community resource development should be held for 3 to 4 days as indicated in Table 8. However, there were almost as many that thought a week was about right for these regional workshops. Periods greater than one week and less than three days seemed undesirable for such workshops.

TABLE 8

PARTICIPANTS' OPINIONS ON THE MOST DESIRABLE DURATION FOR A REGIONAL COMMUNITY RESOURCE DEVELOPMENT WORKSHOP

Period	Participants
Two days	6
Three to four days	23
One week	18
Two weeks	2
Three weeks	0
Other	0
No response	3
Total	52

PERSONS TO ATTEND REGIONAL COMMUNITY RESOURCE DEVELOPMENT WORKSHOPS

Participants reported the people they believed should attend future regional workshops (Table 9). The most often mentioned people were area Extension resource development agents, state Extension specialists, county Extension staff personnel, state Extension program personnel and state Extension administrative personnel. The participants indicated that they would give higher priority to Extension area and county personnel in regional workshops than in national workshops. They also indicated that more consideration should be given to Technical Action Panel personnel, state governments agency personnel and other college and experiment station personnel.

SYNONYMS FOR COMMUNITY RESOURCE DEVELOPMENT

The participants reported names which they thought were synonymous with community resource development (Table 10). They were permitted to make multiple selections. In fact, each name

TABLE 9

GROUPS OR AGENCIES WHICH SHOULD BE INVITED TO ATTEND A FUTURE REGIONAL RESOURCE DEVELOPMENT WORKSHOP

Groups or Agencies	Regional Workshop
State Extension administrative personnel	23
State Extension program personnel	28
State Extension specialists	38
Area Extension resource development agents	39
County Extension staff personnel	35
Other college and experiment station personnel	20
Technical Action Panel personnel (TAP)	14
Other State government agency personnel	13
Other Federal government agency personnel	12
Other groups	5

could have been selected by each participant or a total of 52 times. The most common name selected was community and resource development. It was followed by community development and resource development. These were the most commonly selected of the five choices.

TABLE 10

PARTICIPANTS' REPORTS OF SYNONYMS FOR COMMUNITY RESOURCE DEVELOPMENT

Synonym	Participants
Rural Areas Development	17
Resource Development	28
Program Development	12
Community and Resource Development	37
Community Development	32

COMMUNITY RESOURCE DEVELOPMENT WORKSHOP CONSIDERATIONS FOR 1967

The decisions about possible regional workshops in Community Resource Development and the appropriate title for a national program in this area will have to be made by administrators in the Federal Extension Service, (FES) and their counterparts in the states.

The same group (mentioned above) will be very significant in decisions about future national workshops in community resource development. The unity of strong support provided by the participant evaluation suggests great need for the continuation of the workshops in community resource development on an annual basis.

At the writing of this report the administrators of the Michigan Cooperative Extension Service and the FES are again considering a national workshop in community resource development at Michigan State University in 1967. Wm. J. Kimball has also been asked to serve as coordinator. Based upon the evaluations, the proposed dates for the Third National Extension Workshop in Community Resource Development are July 11 - 20, 1967.

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